FROM POLICY TO LOCAL PRACTICE:

AN IMPLEMENTATION STUDY OF THE MOTHER TONGUE-BASED MULTILINGUAL EDUCATION IN THE PHILIPPINES

by

Marilu Nery Cardenas

Dissertation Committee:

Professor Karen K. Zumwalt, Sponsor
Professor Thomas Hatch

Approved by the Committee on the Degree of Doctor of Education

Date February 14, 2018

Submitted in partial fulfillment of the
requirements for the Degree of Doctor of Education in
Teachers College, Columbia University
2018

ABSTRACT

FROM POLICY TO LOCAL PRACTICE: AN IMPLEMENTATION STUDY OF THE MOTHER TONGUE-BASED MULTILINGUAL EDUCATION IN THE PHILIPPINES

Marilu Nery Cardenas

The public school system in the Philippines adopted a multilingual policy starting in school year 2012-2013. Implemented as the Mother Tongue-Based Multilingual Education program, the policy localizes the language of early literacy and instruction, the content of the curriculum, and the support systems. This signals a shift away from the country's long history of standardized curriculums with their one-size-fits-all approach and Western, colonial paradigms, and language policies with their preferential treatment of the colonizer's language (English) and/or national language. This dissertation describes and assesses how the program was implemented in its first year. The focus is on resources or capacity to implement the program since the literature on implementation studies identifies the availability of these as a factor affecting the passage from policy to local practice.

Using the case study design in qualitative research, one division and two elementary schools under it were purposively selected for this inquiry. All Grade 1

teachers in the two schools along with their curriculum consultants or instructional leaders (namely, their principal, district supervisor, and the division supervisor) comprised the study participants. Semi-structured interviews and document review were conducted over a period of one year to generate data. Theory-generated typologies from the conceptual framework as well as emergent themes or categories from real-life data guided the process of data organization and analysis.

The findings suggest patterns that tended to reinforce institutional continuities rather than institutional shifts. Critical resources or capacities for change were not productively provided to the local implementers. Additionally, the resource or capacity gaps appeared to be underpinned by a lingering command or hierarchical structure. To get past the weight of this status quo, recommendations are offered. These include policies aimed at strengthening the practice of teacher expertise and instructional leadership, and at modifying the administration of the program to align the school language with the home language.

ACKNOWLEDGEMENTS

Writing this dissertation was, far and away, a tough journey for me. I could not have made it to this point without companions, mentors and guide. And so, to them, I cannot say "*salamat*" (thank you, in my Filipino language) enough:

My sponsor, Professor Karen K. Zumwalt, whose invaluable comments and inputs provided the critical signposts at every turn, and whose constant encouragement pulled me through during those times when the challenges seemed so overwhelming.

The Second Reader in my Dissertation Committee, Professor Thomas Hatch, whose questions and views invited a healthy interrogation of my premises, perspective and understanding.

My professors at the Teachers College; my friends, colleagues, and teachers at the University of the Philippines; and fellow pilgrims in the renewal movement in the Catholic Church: for encouraging and celebrating spaces for diverse voices and privileging particularly those of the excluded and silenced.

The Department of Education-Philippines, the Ford Foundation International Fellowship Program, and the Teachers College Department of Curriculum and Teaching, for the institutional support to my doctoral studies.

Diane Dekker of the Summer Institute of Linguistics (SIL), who generously shared her scholarship on Mother Tongue-Based Multilingual Education.

My research participants, who unhesitatingly allowed me a peek into their practice.

My family, whose love has made this and all my other journeys bearable and worth it.

M. N. C.

TABLE OF CONTENTS

APPENDICES

LIST OF TABLES

LIST OF FIGURES

Figure 1. The Philippines and its location in the Southeast Asia. Retrieved from http://mapsof.net/uploads/static-maps/se_asia_pol_95.jpg

PREFACE

I come from the Philippines, a country with a long history of being forcibly positioned as a colony: more than three centuries of Spanish rule, nearly five decades of U.S. occupation, and three years of Japanese regime as a result of our being a U.S. colony. I bear the imprint of this history.

In the rural, northern part of the country where I spent my childhood, schools loomed large in our consciousness and life. We spent much of our waking time there, and teachers held court in their classrooms with unquestioned authority. Within this context, my cultural and linguistic identity first took shape. From my history books and classes I picked up that the Philippines was "discovered" by Magellan in 1521, implying that prior to that period, our existence held no importance. I was taught that we were pagans and heathens and that we were Christianized by Spain. America, we were told, came to teach us how to govern ourselves and had gifted us with our public educational system. Such colonial period narratives sketched images of a *Mother* Spain and an *Uncle* Sam. Our culture has always prized family relations so the use of family appellations as descriptors is very telling for the ways colonialism has been framed to reinforce, not critique, domination.

I remember being penalized with fines for "speaking the dialect" in school. The dialect referred to our national language (then called Pilipino) and the other local languages we used as members of ethnic groupings. What we were obliged to use in classes, with the exception only in our Pilipino language classes, was English. That effectively limited our childhood explorations (both in thinking and talking) as we

grappled with this very strange, abstract language. The language policy was actually bilingual (Filipino and English) but it was English that was privileged over our own Filipino language as evidenced by classroom guidelines.

My class was not unusual in my generation; we grew up in an environment where English was considered the premier language of learning, the standard for excellence. We were encouraged to aspire for facility with English. Incentives in the form of school awards, high grades, esteem from everyone in school and beyond – all these assured the preeminence of English in our repertoire of languages. We were encouraged to sound like Americans. Our regional accents were objects of ridicule, described by teachers and all others around us as "regional defects" to be corrected within the framework of English standards.

In this context, we learned early on not to take pride in our heritage and in ourselves. We imbibed that message from the way our subjects associated "backwardness, inferiority, underdevelopment" to the culture and way of life of our people: farming, nipa houses, barrio living, broken or poor English, indigenous traditions, everything native. The founders, pioneers, fathers of noteworthy human enterprise (be it in the sciences or the arts) were invariably Europeans, Americans or Westerners.

Looking back now, I could say that, like Goodwin (2003), I did not see myself that much in the curriculum I went through in my childhood. And the little that I saw did not encourage me to celebrate my languages, culture and identity. That curriculum reflected and promoted for the most part the superiority of the way of life of our former colonizers. It was subtractive schooling (Valenzuela, 1999) or subtractive bilingualism (Skutnabb-Kangas, 2000) in that it removed our languages and much of our culture from

our learning. Taught to look through the "White man's gaze" (Fanon, 1967; Trihn, 1989), I and my generation saw a Philippines with a culture and language that could not measure up to "White supremacy" (Ayers, 2001; Kanpol, 1997; Leonardo, 2004).

The challenge in educating our young, I believe, lies in creating "decolonizing spaces" (Adjei, 2007, p. 1053) in our classrooms so that the experiences and knowledges of Filipinos are acknowledged and validated. In no way does this imply, however, a renunciation of everything foreign/White. My positionality calls for counternarratives to pervasive western-centric curriculums that reduce us to an inferior Other. It is not, by any stretch, going to be confined to the local, indigenous, and the nation alone; it simply foregrounds them with a healthy appreciation for their value and possibilities, yet with a critical understanding of their fluidity and incompleteness. I seek what Bhabha (as cited in Weber, 2007) calls "third space"–a positionality that keeps one anchored to one's culture, even as it encourages one to openness to other cultures. The curriculum will no longer be grounded in the Western imagination, yet it will remain open to learning from it and, for that matter, from all cultures in the world–but in relations of equality and solidarity. Hopefully with and through this, we may yet see generations of young Filipinos with a "clear sense of self and place" (Goodwin, 2003, p. 3)–a rootedness that allows them to relate with the world without wanting to be other than themselves.

Chapter I

INTRODUCTION

Recent studies link the language of instruction to inequity in access, quality, attainment and achievement in education (Cummins, 2000; Skutnabb-Kangas, 2000; UNESCO, 2007). Speakers of mother tongues that are different from the medium of instruction are often "at a considerable disadvantage in the educational system" (UNESCO, 2003, p. 14). These children, who often come from ethnolinguistic communities that speak non-dominant languages, experience difficulties in comprehension and poor participation in classroom activities (Kosonen, 2009; Young, 2009), low achievement (Graham, 2010; Mothbeli, 2005), and inability to develop literacy skills (Alidou et al., 2006; Bloch, 2009) even after 6 or 7 years of formal basic education (Alidou et al.). These children are also overrepresented in the out-of-school population (Kosonen & Young, 2009) or less likely to be enrolled in school (Smits, Huisman, & Kaujiff, 2008).

When the language spoken at home and the language of teaching coincide, on the other hand, studies show positive effects on learners. These benefits include easier acquisition of literacy in first language, gaining a strong foundation for further studies and for second language acquisition, successful transfer of the literacy skills from the first to the second language, effective learning of curriculum content from the first day of school, improved thinking skills, creativity, flexibility, enhanced self-esteem, high motivation to learn, and regular school attendance (see Baker, 2006; Benson, 2004; Cueto, Munoz & Leon, 2008; Cummins, 2000, 2001; Dekker & Young, 2005; Duguiang

& Dekker, 2010; Klaus, 2003; Kosonen, 2005; Noorlander& Ven, 2008; Thomas, 2002; Thomas & Collier, 2002; UNESCO, 2007). Various studies similarly document the comparatively proficient performance of students taught in their mother tongue vis-à-vis those taught using a second language (which is designated as language of instruction), (Afolayan, 1976; Fufunwa, Macauly & Sokoya, 1989; Hovens, 2002; Ramirez, Ramey & Yuen, 1991; Trudell, 2005; Walter & Roth, 2008).

From this research base showing language of instruction's critical pedagogical role in children's learning, voices advocating for institutionalizing the learners' mother tongue as medium of instruction have emerged.

The argument for recognition and use of the child's first language as the language of instruction is made not only for pedagogical reasons but also on political and cultural grounds. From this perspective, language is seen not only as a tool for communication but also a fundamental attribute of identity and dis/empowerment (Arnove, 2010; Dyer, 2010; Mehl, 2010), and as a cultural artifact as well, and, thus, carries the characteristics of its context, and the history, beliefs, values and entire lifeways of its speakers (Brock-Utne, 2000; Mazrui, 2002). Accordingly, the profound implications of languages on cultural worldviews and national identities are analytically emphasized. Moreover, the highly stratified nature of languages and their power as a system of reproducing inequalities and marginalization are highlighted (Dyer, 2010; Francis, Archer, & Mau, 2009; Rojo, 2010). This strand in theorizing draws from experiences of postcolonial communities and nations in Asia and Africa, and the experiences of indigenous peoples and immigrants in developed countries – societies where monolingualism is imposed amidst linguistic diversity, and/or where the foreign colonizers' language commonly

remains as an official language of instruction and communication long after the colonies' declaration of independence. Languages in these settings are described as arranged in hierarchical, functional relations with the languages of the elites enjoying monopoly in prestige and used in formal functions in government, education, media, literature, religious service, etc. (Phillipson, 1992; Snow, 2010). Schools get implicated in these structures of inequality through their curriculum and language of instruction policies that pathologize and exclude the languages and culture of the children of the socio-economically disadvantaged groups. Schools function, in effect, as sites for reproducing the hegemony of elite groups and cultures. School decisions on the medium of instruction reproduce hegemony by legitimating or justifying (Heller, 1996, as cited in Omoniyi, 2009) linguistic inequalities, establishing the dominant language as the standard and defining it as the norm. Tulasiewicz and Adams (1998) refer to this method of language education where minority group pupils learn the national language or language of instruction (their second language or L2, or maybe even third language or L3) without deliberate reference to their mother tongue as submersion. Such devaluation and denial of minority groups' linguistic resources and the cultural knowledge embedded in them is described as subtractive schooling by Skutnabb-Kangas (2000) and Valenzuela (1999), and decapitalization by Rojo (2010). An alternative to the hegemonic, submersive, decapitalizing, subtractive, (usually) monolingual education, is an inclusive policy of linguistic accommodation such as multilingual education, which presents possibilities of changing historical patterns of privileging specific language groups (Torres-Guzman & Gomez, 2009). Multilingual education involves the use of more than one language as the language of instruction and literacy, and through which learning of concepts and

curriculum content takes place (Kosonen, 2009). In this set-up, the languages in education are part of the curriculum as subjects to be taught, as well as media of instruction either successively or simultaneously.

Background of the Problem

With its 168 living languages,[1] the Philippines ranks tenth in the world in terms of linguistic diversity (Nolasco, 2008). The nation's languages are mutually unintelligible (Dutcher, 1982). Moreover, none of them enjoys an absolute majority of speakers (Kaplan & Baldauf, 1998), with only eight of the languages classified as a major language and approximately 90% of the population speaking one of these major languages (Sibayan, 1974).

This linguistic diversity, however, is not reflected in the country's educational system (Dekker & Young, 2005). For much of the history of the Philippine public school system, the colonial language (English) and the regional language of the political elites at the time of independence (Tagalog) have enjoyed privileged status in instruction. Tagalog is the basis of the P/Filipino national language,[2] while English has remained consistently as the official language of instruction either as the sole medium,[3] or in tandem with our national language.[4] This has meant that countless generations of Filipino schoolchildren received, and still do receive, their education in a medium other than their first or home language.

---

[1] This is per Grimes and Grimes (2000) accounting of languages in the Philippines. Dutcher (1982) pegs the number as ranging between 70 to 150.
[2] Our national language was originally called Pilipino. In 1987, it was renamed Filipino.
[3] The 1900-1939 monolingual language in education policy (Sibayan, 1985).
[4] From 1974 to 2009, the Philippine public school system implemented a bilingual policy.

To be sure, such language policy in education has not gone uncontested nor unproblematized, as can be gleaned from various national reviews and assessments of Philippine education. The UNESCO Survey in 1949 noted that the language of instruction "remains the most perplexing problem" and recommended a "vigorous research program" to resolve it. The 1970 Presidential Commission to Survey Philippine Education advocated for a political solution to what it referred to as "the language problem." Policy reviews dating back to as early as the 1920s advocated for the children's first or home language as language for instruction as an alternative to the monolingual (English) policy and the subsequent bilingual (national language and English) policy. For instance, the 1925 Monroe Survey blamed the use of English as medium of instruction as one of the main causes of low achievement, and endorsed replacing it with the native language. The more recent reports endorsed the use of any one of the Philippine languages closest to the children's language as medium of learning. Specifically, these assessment reports proposed use of the local language (1991 Philippine Congressional Commission on Education; the 2000 Philippine Human Development Report), the vernacular (1998 WB/ADB Philippine Education Sector Study), regional lingua franca or the vernacular (2000 Philippine Committee for Educational Reforms), or the child's language (2006 Basic Education Sectoral Reform Agenda) in the beginning years of schooling in order to facilitate learning, and ease the transition to Filipino and English. Yet, except for limited experiments and pilot

programs,[5] such recommendations for multilingualism and local language use in instruction were consistently disregarded and never incorporated into any official language in education policy (Bautista, Bernardo & Ocampo, 2008).[6]

A major shift, however, took place in July 2009 with the issuance by the Department of Education[7] of DepEd Order 74, series 2009 that mandates the implementation of Mother Tongue-Based Multilingual Education (MTBMLE). This new language of instruction policy which integrates previously peripheralized vernaculars and local languages in the bilingual curriculum was piloted in Grade 1 classes of select schools nationwide in schoolyear 2011-2012 (June 2011-May 2012). Starting June 2012, the MTBMLE policy moved beyond the pilot stage to full implementation in all Grade 1 classes of public schools nationwide.

The adoption of MTBMLE signals a "radical" (Cruz, 2010, p. 48) policy shift in DepED. For too long, the DepED left politicians (in Congress or in the office of the President) to decide on the language in schools instead of advocating research-based policy (Bautista, Bernardo, & Ocampo, 2008). As a consequence, the language policy in education was shaped for the most part by employment growth goals and an emphasis on

---

[5] For instance, there were vernacularization experiments in the Visayan region in 1948-1954. As well, the Lingua Franca Program was started in 1999 on a pilot basis using initially three regional languages in limited number of schools, and expanded to eight languages in 2001.

[6] A nationwide vernacular education policy planned for 1957-1974 was not implemented due to lack of allocation for resources for teacher trainings and instructional materials production (Gonzales, 2003).

[7] The Department of Education (DepED for short) in the Philippines administers elementary and high schools. Up until May 2012, the basic education cycle consisted of K-10. Starting school year 2012-2013, the DepED implemented a new curriculum called K to 12, which mandates one year of kindergarten, six years of elementary, four years of junior high, and two years of senior high. The new MTBMLE forms an integral part of this new curriculum.

global competitiveness and overseas employment opportunities (hence, the premier status of English) rather than research findings on what language might best enable children to learn (Bautista, Bernardo, & Ocampo).

The MTBMLE, however, appears to signal DepED's policy shift. On its own, without seeking legislative mandate nor presidential directive, the DepED issued Order 79, series 2009, citing local and international research on the effective results of mother tongue education as its rationale for the policy shift to mother tongue-based multilingualism. This issuance laid out the fundamental requirements for policy implementation, which include a working orthography for the chosen local language; inexpensive and as much as possible original instructional materials; continuing in-service training on the effective use of first language as language of instruction, cultural sensitivity and appreciation for cultural and linguistic diversity.

Said language in education policy was further elaborated on in DepED Order 16, series 2012, issued in February 2012, identifying the objectives of the program, the mother tongues to be offered and the models through which these shall be used in instruction.

As designed, the MTBMLE program aims to facilitate learner development in the following areas:

> 1) language development which establishes a strong education for success and for lifelong learning;
> 2) cognitive development which focuses on Higher Order Thinking Skills (HOTS);
> 3) academic development which prepares the learner to acquire mastery of competencies in each of the learning areas;
> 4) socio-cultural awareness which enhances the pride of the learner's heritage, language and culture. (Enclosure to DepED Order 16, series 2012, n.p.)

The DepED Order 31, series 2012, issued in April 2012, institutionalized MTBMLE by integrating it in the new national curriculum called K-12 curriculum which was implemented nationwide in June of that year. The K-12 curriculum stipulates that, "Mother tongue shall be used as the medium of instruction and as a subject from Grade 1 - 3" (p. 8).

Statement of the Problem

By bringing in the learners' mother tongue as medium of instruction and as a language subject in the curriculum, MTBMLE localizes the language of learning. Yet, the MTBMLE does not mean simply adding a third language to the existing bilingual policy nor will it be confined to mere code switching and translation. Instead, curriculum content, as well as organizational structures are to be redesigned with a marked thrust toward localization and decentralization. Specifically, MTBMLE implementation entails the development, production, and distribution of instructional materials at the school, division, and regional levels,[8] with the materials "as much as possible, original, reflecting local people, events, realities, and appropriate to the language and culture of the learners" (DepED Order 74, s. 2009, n.p.). Moreover, Regional Directors and Superintendents are

> enjoined to promote and encourage local participation in..the essential support systems of the MLE within the framework of School-Based Management with the support of the local government units. (DepED Order 74, s. 2009, n.p.)

[8] The DepED organization has four administrative units, namely: (as arranged hierarchically), the national central office; regional offices; divisions; and schools. Prior to MTBMLE, instructional materials development and production tended to be centralized at the national office through its Instructional Materials and Curriculum Services.

The over-all thrust of localization implied in the MTBMLE thus, covers three areas: localization of language of early literacy and learning; localization of curriculum content; and localization of support systems with increased authority at subnational levels.

However, given the track record of DepED with respect to these, there are indications that MTBMLE implementation will meet with serious difficulties and challenges.

Localization of Language of Early Literacy and Instruction

The DepED's long history of neglect of local languages (Dekker & Young, 2005) has left them largely undeveloped as media of "intellectual discourse in the print medium and in the academia" (Gonzales, 2003, p. 5). This means, in most cases, very few printed materials in the mother tongue of learners, or worse, the absence of accepted orthography or system of writing for academic discourse. Previous efforts at vernacularization and integration of lingua franca in the country's elementary curriculum, either as medium of instruction for initial literacy on a pilot basis or as auxiliary medium of instruction, has consistently met with these challenges (see Dekker & Young; Gonzales; Sibayan, 1985). This state of affairs poses difficulties for MTBMLE implementers since effective mother tongue teaching requires the availability of literature in the language (Quijano & Eustaquio, 2009; Wildsmith-Cromarty, 2009; Young, 2009). In the absence or dearth of literature in the vernaculars, MTBMLE implementation needs to develop a critical mass of creative writers in such languages (Wildsmith-Cromarty). Furthermore, the development of mother tongue or vernacular languages as medium of instruction also requires corpus planning which is an expensive process in terms of human and financial

resources (Gonzales). The implementation of MTBMLE, then, would be faced with the challenge of mobilizing resources for developing local languages, writers who will be writing in local languages, and instructional materials written in the local languages. A great deal of capacity-building is required inasmuch as the subnational units tasked to take on the bulk of work for this (namely the school, division, and region) are relatively new to the enterprise of mother tongue instruction, new to the official use of local languages for literacy and learning, and new to reading and writing in the vernaculars for academic purposes.

Localization or Contextualization of Curriculum

MTBMLE implementation entails the development, production, and distribution of instructional materials at the school, division, and regional levels, with the materials "as much as possible, original, reflecting local people, events, realities, and appropriate to the language and culture of the learners" (DepED Order 74, s. 2009, n.p.). DepED documents refer to this as localization or contextualization of curriculum. Efforts in this direction, however, have to work within an education department that has been critiqued in various assessments since 1925 for its tendency to adopt one-size-fits-all policy for culturally diverse contexts, and unresponsiveness to local needs (Bernardo & Garcia, 2006; Philippine Human Development Report, 2000). Such tendency is attributed "in part to an almost century-old but still tenacious legacy of a department established by foreign occupiers primarily as a tool for assimilation and cultural homogenization" (Philippine Human Development Report, p. 30).

The past decade actually witnessed the implementation of reforms aimed at localizing the national curriculum. The MTBMLE policy can thus be viewed as

representing policy continuity. The curriculum before the present one, called Basic Education Curriculum (BEC), which was implemented from 2002 to 2012, mandated that "content shall be contextualized. The purpose is to make the curriculum sensitive to the learner's situation and the local culture" (BEC, 2002, p. 22). This innovation challenge acknowledged teachers as"curriculum makers who use multi-disciplinary and integrative approaches" (pp. 10-11), and who "contextualize knowledge and skills, drawing from the students' personal, community, sociocultural experiences to make the learning process more meaningful and relevant" (BEC, p. 22).

Initial assessments of efforts to localize or contextualize the curriculum show disheartening results, however. The DepED's 2005 monitoring report of the BEC implementation in high schools revealed that,

> while teachers believe in the importance of contextualizing or localizing the curriculum, yet many of them derive lessons more from course syllabi, textbooks, competency lists rather than from the learners' felt needs. While they believe in the full development of the learners' potentials, yet lessons that they provide do not adequately address the differing needs and capabilities of the students. (Enclosure No. 1 to DepED Order 35, series 2005)

Two things can be noted from such findings. First, contextualizing or localizing the curriculum has yet to become part of teachers' practice. Secondly, the framing of "contextualization of curriculum" has noticeably been narrowed to "learners' felt needs," suggesting only individual experiences and excluding cultural and social dimensions that in the original BEC documents were mentioned as integral to contextualizing knowledge and skills. Nowhere in the document was local culture, local situation, or learners' sociocultural experiences ever mentioned in relation to localizing the curriculum.

A year after this first study, another evaluation by the DepED was done at the elementary level. Very tellingly, contextualization no longer figured in its criteria nor was there any mention of the need for adaptation of curriculum to local situation or local culture at all as an important factor in evaluating curriculum implementation (see Bureau of Elementary Education, 2006).

As the DepEd issued the Order 74 in 2009 mandating mother tongue instruction in the early grades, then, it finds itself working with administrative and teaching staff who have yet to develop rich grounding in curriculum localization. This poses challenges to MTBMLE implementation, considering that the levels below the national central office (namely the regional, divisions, districts, schools) are expected to develop and produce localized instructional materials reflective of the culture and language of the learners**.**

Decentralization of Support Systems

The DepED, the largest department in the Philippine government, has long been critiqued for its excessively centralized and hierarchical bureaucracy (Behrman, Deolalikar, & Soon, 2002; Philippine Human Development Report, 2000). The MTBMLE entails a shift away from this tradition towards a decentralized set-up. As planned, the units that take the lead in insuring support to MTBMLE teachers are the subnational units of regional office and division:

> Regional Directors and Superintendents are ...enjoined to promote and encourage local participation in the ...essential support systems of the MLE within the framework of School Based Management… (DepED Order 74, s. 2009, n.p.)

Such support systems include: incentives and policy support; orientation and trainings; funding; and planning, monitoring and evaluation (DepED Order 74, s. 2009).

As with localization of content, reforms aimed at decentralizing the DepED bureaucracy already have been underway during the last decade. The 2001 Basic Education Governance Act laid the legal foundation for decentralization. This law mandates shared governance of basic education. Along these lines, the DepEd has started to implement School Based Management (SBM), a decentralization thrust that forms an integral component of the 2006 Basic Education Sectoral Reform Agenda, which is the comprehensive framework for all reform activities in Philippine education (Bautista, Bernardo & Ocampo, 2009). There are indications that efforts at decentralization may be at mere incipient stage, however. Writing for the 2008/2009 Philippine Human Development Report, Bautista, Bernardo and Ocampo observed the persistence of "DepED's top-down management process in which no one down the line moves without an explicit memo from the central office" (p. 96). Analyzing a decentralization reform project's failure to devolve the power of the purse, they wrote, "At the end of the day, the DepED officials at the central, regional, division, and district levels fear losing control when the hierarchical culture of the DepED is undermined by the decentralization reform thrust (Bautista, Bernardo & Ocampo, p. 92).

MTBMLE implementation, thus, faces this challenge of strengthening the subnational units of region and division–units in the field that are still starting on their new roles within a recently implemented framework of a decentralized DepED–so they can provide the necessary support to schools.

Summary

MTBMLE's localization thrust covers three aspects: localization of language (mother tongue) of early literacy and instruction; contextualization or localization of

curriculum content; and decentralization or localization of support system. As shown by the studies reviewed, previous initiatives in these areas have not taken off or remain, as yet, at incipient stage. Implementing MTBMLE, then, faces potential problems of weak or low capacities for effecting localization in the aforementioned aspects among the key agents of change in the subnational levels, namely region, division, district, and schools and the staff in these subnational units. These challenges complicate and may undermine the successful implementation of MTBMLE. Research that examines whether and how capacities for localization are being developed in these subnational levels will contribute tremendously to MTBMLE's effective implementation.

Rationale for the Study

Various reports identify language of instruction (Philippine Commission on Educational Reform, 2000; Philippine Education Sector Study, 1998), or curriculum relevance and language of instruction (Council for the Welfare of Children Report, 1999; Philippine Education Sector Study, 1998; Philippine Human Development Network Report, 2000) as crucial factors in improving student performance in the Philippines. The bilingual (English and Filipino languages) education policy in the Philippines from 1974 to May 2012, (and before that, the English monolingual policy) saw many Filipino children starting their education in a language that they do not speak or understand as well as their first language (Young, 2002). This subtractive language-in-education policy that removes the learners' language and culture from their learning has had adverse effects on students' academic progress. Bautista, Bernardo and Ocampo (2009) note that the highest drop-out rate in the elementary level the past 30 years is in Grade two,

suggesting that “difficulties in engaging with school activities and lessons may have been aggravated by the inability of the young to cope with the (bilingual) language learning requirements” (p. 83). Kwintessential (2009) similarly attributes the worsening functional literacy levels, high drop-out rates, and low learning outcomes of Filipino schoolchildren to the disparity in their home and school languages.

The one-size-fits-all policy (i.e., the lack of relevance of instructional content to life context) by the public school system has also been blamed in part for poor student performance (Philippine Human Development Network Report, 2000). Moreover, the curriculum’s Western content is critiqued for inappropriateness in Philippine setting (Alangui, 1997; Constantino, 2000).

Insofar as the MTBMLE aims to bridge the cultures and languages of home and school, it appears to address directly the twin concerns of curriculum relevance and language of instruction. However, one cannot assume that “once a policy is adopted, it will be implemented as planned” (Snyder, Bolin & Zumwalt, 1992, p. 404). Berman (1981, as cited in Snyder, Bolin & Zumwalt) argues that what happens as the plan gets operationalized is as vital to outcomes as its content. An implementation study of MTBMLE may provide an understanding of the process whereby plans addressing curriculum relevance and localization of language might be better operationalized and put into action.

The schoolyear 2012-2013 marks the first year of MTBMLE’s implementation in all Grade 1 classes in public schools. The handful of local research and papers done on mother tongue education initiatives that were pursued on a limited scale before the DepED’s policy shift to multilingualism (see Castillo, 2008; Lim & Giron, 2010;

Nolasco, 2008; Walter & Dekker, 2008; Walter et al., 2010; Walter & Dekker, 2011) highlighted only the academic progress of learners. Perhaps, this is so because up until 2012, MTBMLE has been done only on a piloting basis at best, and therefore the compelling need for its validation as an effective approach overrode other considerations. But at this time when it has been scaled up nationally, there emerges an equally compelling need to conduct studies on the process of implementation itself and how it can be facilitated. Implementation studies of ongoing policies such as the MTBMLE can serve the purpose of formative evaluations that provide

> feedback on the nature and sources of implementation problems and identify areas in which mid-course corrections maybe required, in either the design or administration of the policy. (Goertz, 2006, p. 703)

The innovation that a policy introduces "will be profoundly influenced by the context into which it is introduced" (p. 432) and "the adjustments teachers make to adapt the innovation to the local context" (Snyder, Bolin & Zumwalt, 1992, p. 428). MTBMLE recognizes this and in fact, considers this as desirable for its pedagogical potential. An implementation study of a policy such as MTBMLE can provide an understanding of the challenges that come with efforts to adapt or localize to particular contexts[9] a policy, which, by definition, is generic (Snyder, Bolin & Zumwalt), uniform (Elmore, 1999), and made far removed from those it governs (McNeil & Coppola, 2006). In addition, it can shed light on the conditions in which an innovation might be successfully adapted.

[9] For instance, there are reform traditions that argue for the sensitivity of the curriculum to the local (e.g., place-based education or pedagogy of place) and the cultures of learners (e.g., multicultural education, indigenous education).

An implementation study with a focus on local implementers (teachers and the administrators closest to the classrooms and schools) and their experiences and views is also important because the "base is where the capacity for change is most critical" (Ball & Cohen, 1999), and that the meaning a reform initiative holds to those who implement it is the key factor in its realization (Evans, 1996). Moreover, teachers should be "enlisted in defining problems and devising solutions from their own circumstances and local knowledge" if lasting improvements in the classrooms are to be gained (Tyack and Cuban, 1995, p. 137)

Statement of Purpose

This study approached policy implementation as a "situated reorganization of practice at multiple levels of a system" (Cobb & Jackson, 2012, p. 516). This is appropriate since in the MTBMLE, different field units of the DepED are involved in the implementation. These field units are the region, division, district, and schools. The study concerned three of these subnational levels, with a focus on the experiences of schoolteachers and administrators in one division. As a field unit, the division oversees districts and schools in its jurisdiction. A division, in turn, is directly supervised by a regional office. [10]

The implementation of a policy in an intergovernmental system involves four passages, namely, from policy decision to government program or "administration,"from government program to local adoption or "adoption;" from local adoption to

[10] The line of authority in the DepED extends from the central office through 17 regional offices, to 214 division offices, some 38,503 public elementary schools and nearly 7,470 secondary schools.

implemented local practices or "micro-implementation;" and from local practice to outcomes or "technical validity" (Berman, 1978, as cited in Goertz, 2006). This inquiry covered the passages from administration to local adoption and from local adoption to implemented local practices. As defined by Goertz, administration is the operationalization of a policy into a program designed to carry out the policy's goals and objectives. This is accomplished through a regulatory framework, which specifies both the substance (the what and how) of the policy and intergovernmental roles and responsibilities (the who of policy). The regulatory framework is the intended policy. Adoption, on the other hand, involves the enactment of that regulatory framework by local adopters. The literature on implementation studies has identified availability of resources or capacity to implement the policy or program as a factor affecting local adoption or enactment of policy or program (Goertz).

The passage from program administration to local adoption and from adoption to local practice was viewed in this study as a dynamic process of mutual adjustments and mutual accomplishments between the proponents and designers on one hand, and the adopters and local participants on the other. This approach, referred to as mutual adaptation perspective in the literature on curriculum implementation reviewed by Snyder, Bolin and Zumwalt (1992), is appropriate to an implementation study of MTBMLE because the MTBMLE policy itself, by specifying localized participation in essential support systems and localization of curriculum content at the school, division and regional levels, appears to frame the planned or desired change in this way. The local adopters, in this case then, can be considered local adapters as well.

Following the strand of research on mutual adaptation that is more practical in orientation (Snyder, Bolin & Zumwalt, 1992), this study inquired into the "kinds of support adopters need for implementation" (p. 412). Given that the MTBMLE is in its early stage of implementation, what the DepED might most need are insights on how it can support the development of local capacity for this new instructional practice, especially as the localization thrust of MTBMLE constitutes a radical (Cruz, 2010) shift from DepED's long history of neglect of local languages, standardized curriculum, and centralized bureaucracy. As framed in this study, local capacity refers both to "teachers' capacity to teach in new ways" as well as the division's "capacity to support these changes" (Spillane & Thompson, 1997, p. 185).

This research described and assessed local capacity building efforts during the first year of MTBMLE implementation in Grade 1 classes of two public elementary schools in the Bonifacio Rizal Division in schoolyear 2012-2013. This study was a retrospective inquiry, as data were collected after the first year.

Research Questions

Specifically, this study of the first year of the MTBMLE implementation in the Bonifacio Rizal Division addressed the following research questions:

1. What challenges and problems in the implementation of MTBMLE were experienced by the local adopters/adapters in the various layers of practice (teachers, school heads, district supervisors, division supervisors) and levels of governance (division, district, school) in the division?

2. Based on the views of local adopters/adapters and on MTBMLE documents, what were the resources or forms of support for building MTBMLE capacities in the various layers of practice (teachers, school heads, district supervisors, division supervisors) and levels of governance (division, district, school) in the division?
    a) social resources
    b) financial resources
    c) cultural resources
3. How productive were these resources or forms of support in building local capacity for MTBMLE
    a) as assessed by the local adopters/adapters in the schools, district, and division?
    b) as assessed through an analytical construct drawn from the literature on mother tongue instruction?
4. What recommendations, if any, did the local adopters/adapters make to improve the MTBMLE capacity building efforts?

Significance of the Study

This implementation study of the local capacity-building efforts in the early phase of MTBMLE implementation provides important information on resources needed to localize the curriculum in terms of language, content and support systems. It identifies the capacities that have to be further strengthened at this point and how these might be strengthened. Such findings, in turn, can be used by education officials in the various

levels of governance at DepED in identifying areas in the policy that may need to be modified, whether in its design or in the manner it is being administered.

Findings on the capacities needed for localizing the language and content of the curriculum and how local adapters (adopters of a national curriculum) might be better supported in their work could also inform the work being done in various parts of the world where similar initiatives at incorporating the minority language/s and cultures into the formal curriculum are being undertaken.

Additionally, the findings from this inquiry may contribute to instructional reform in general. This is because teaching is preeminently contextual (Kliebard, 2002), and so, the success of any reform seeking improvements in classroom instruction is "contingent on the extent to which it can be interpreted and adapted in light of particular conditions" (Kliebard, p. 137). This inquiry's focus on building capacities of local adapters could provide insights on how reform plans might be designed and administered in such a way that the contextualization process that is integral to teaching may be better supported.

This inquiry could also contribute to the literature on local capacity, particularly in refining the construct of resource alignment. Malen and Rice (2004) argue that an analysis of capacity-building should not be limited to an inventory of resources but must also include the effects of such resources. The concept they used to assess effects is productivity. To gauge this, Malen and Rice used, among others, the construct of alignment or the congruence between resources provided and resources required. The latter was measured in terms of perceptions of site-based educators. While asserting its usefulness as a heuristic device, Malen and Rice recognize that this measurement is 'unrefined' and called for additional research-based indicators of the resources required

to accomplish school improvement within and across different contexts. This inquiry could contribute to this effort to refine the analytical construct of productivity as resource alignment, at least with respect to mother tongue instruction. The kinds of support needed by local adopters/adapters (i.e., the required resources in Malen and Rice's framework) were drawn from a review of literature on the practice of mother tongue instruction (see Chapter II) and these research-based indicators fed into the analytical construct (see Appendix A) to be used in assessing the MTBMLE resources provided to the schools, district, and division. The findings from this study can further add to the research base of the construct of resource alignment.

Chapter II

REVIEW OF LITERATURE

This research is a retrospective study of the first year of implementation of Mother Tongue-Based Multilingual Education in two Grade 1 classes in two public schools in the Bonifacio Rizal Division. The study aimed to describe and assess how the program has been implemented, focusing on the local capacities and the forms of support towards the building of such capacities, with a view of generating lessons for program (re)formulation purposes.

This chapter presents a review of the literature that informed this research. It revolves around how capacity is conceptualized in the literature, with a focus on local capacity in consonance with MTBMLE's localization thrust. The review covers definition of local capacity including its dimensions and their relations and the forms of support or strategies for local capacity building. Studies on multilingual education and mother tongue instruction are included in this chapter to shed light on the capacities to be developed for purposes of mother tongue instruction. Drawing on the literature reviewed, the chapter concludes with the framework for analysis that was used for the study.

Defining Capacity

Capacity is generally defined as the "power or ability to do some particular thing, such as reach the goals of systemic reform" (Floden, Goertz & O'Day, 1995, p. 19). There is a tradition in educational research that conceptualizes capacity as capital or resources facilitating productive activities for the realization of instructional reform.

The works of Spillane and Thompson (1997) and Malen and Rice (2004) exemplify this tradition. Spillane and Thompson identify the dimensions or salient features of capacity as human capital, social capital, and financial resources. They define human capital as consisting of knowledge, skills, commitment (to the reform initiative) and disposition to learn (the reform initiative). Social capital refers to professional networks and trusting or collegial relations. Financial capital consists of those resources allocated to staffing, time, and materials. Malen and Rice (2004) adopt these three categories but add cultural resources and informational resources. They view cultural resources in terms of the extent to which differences between institutional cultures of schools and home cultures are mediated, while informational resources pertain to the formal and informal opportunities for administrators and teachers to acquire new ideas and examine the consequences of their action. These resources are foundational (Malen & Rice) besides being closely interrelated and interdependent, that is, the growth in one depends crucially on, and frequently contributes to, growth in others (Spillane & Thompson).

Malen and Rice (2004) developed operational definitions for the various dimensions of capacity in their study of the effects of high stakes accountability policies on school capacity. They define fiscal capital as financial allocations directly disbursed to schools. Human capital is measured in terms of experience and credentials of principals and teachers, and the number of the school's professional staff. Social capital is conceptualized in terms of the extent to which the school is viewed as a community, that is, whether it promotes collaboration in the pursuit of school goals. The operational definitions for this include staff stability, opportunities for collegial exchange, and opportunities for development of collegial groups. Cultural resources refer to the extent

to which the professional staff can develop constructive relationships among diverse racial and ethnic groups in a school, mediate differences between home and school cultures, and adapt teaching approaches to the diverse backgrounds of their students. This construct is measured in terms of the congruence between the racial and ethnic make-up of the school's professional staff and those of its students. Informational resources refer to the opportunities for administrators and teachers to acquire new ideas and examine the consequences of their action. These include both informal channels such as spontaneous conversations among colleagues, and formal professional development activities.

How these forms of capital emerge and interact to constitute capacity has been described by Spillane and Thompson (1997) in their study of district administrators and teacher leaders in nine Michigan schools implementing reforms in math and science education. Their study demonstrated that the most successful local reformers were highly committed, intrinsically motivated rather than external mandate-driven, and with a problem-solving orientation instead of opportunistic orientation. Disposed to learning and seeing themselves as learners for life, they were knowledgeable and updated on the key reform ideas. And they knew how to share their expertise, viewing their task in this regard as one of helping instead of forcing or telling. Crucially, they also knew how to spot knowledgeable individuals and mobilize them to create a critical mass for reform purposes. Thus, what started as knowledge of a few individuals (individual human capital) was transformed to knowledge collective.

Spillane and Thompson's (1997) study operationalized social capital as external networks that were sources of knowledge on reform, and the internal norms of trust and

collegiality that were critical to facilitating authentic collaboration and sustained conversations about the reform. Studies on school reform and organizational change similarly consider collegial trust as a social resource (see Bryk & Schneider, 2002; Cosner, 2009; Gamoran et al., 2003; Youngs & King, 2002) and that the primary mechanism for building it is knowledge-based teacher interactions (Cosner, 2009). Alongside this, it has been suggested in the literature that schools must be temporally, spatially and socially (Darling-Hammond & McLaughlin, 1995; Harris & Mujis, 2005; Hatch, 2009) restructured so teachers can collaborate and learn together.

Spillane and Thompson (1997) maintain that financial resources interact with human and social capital through the staffing, time, and materials provided for the latter's development. Their study indicated that successful local reformers channel financial resources more on sustained and extended conversations about reform instead of one-shot trainings, and more emphasis on learning new ideas over long period of time than with procedural requirements and administrative deadlines.

These studies suggest that the base where the most critical change for capacity is in human capital. All the dimensions of capacity may be viewed as resources and they all interact and affect one another, but how well these resources are going to be used–an issue of human agency–is the lynchpin to the realization of reform. Spillane and Thompson (1997) contend, for instance, that the effects of financial resources depend not so much on quantity but how they are used or allocated for learning. Moreover, they aver that the extent to which external networks and internal collegiality and trust can contribute to reform rests in large measure on the knowledge, skills, commitment and disposition of human capital. This view coincides with arguments by Hatch (2009) and

Malen and Rice (2004) who view capacity building as not merely a matter of increasing the quantity of resources, but how well these resources are being used. What this implies is that capacity building is fundamentally a process of learning or a process through which human capacity is developed. As Cohen and Barnes (as cited in Spillane & Thompson, p. 186) posit, "any meaningful policy–and especially a complex policy that departs sharply from existing practice–requires learning by those who implement it."

Additionally, such processes of learning ought to go beyond merely "transmission and acquisition of more and additional information" but also should involve "a reconstruction and transformation of what teachers already know, believe, and do" (Brown & Campione, 1990, as cited in Spillane & Thompson, p. 186). This reconstructive and transformative learning entails an unlearning of present capabilities (Cohen & Barnes, 1993, as cited in Spillane & Thompson), and the altering of the goals teachers hold for their students and a change in the way they see themselves (for instance, their belief about their role in the classroom, and their views of themselves as learners) (Floden, Goertz, & O'Day, 1995). The literature conceptualizes this process of significant learning as one that requires sustained interactions with relatively more knowledgeable and more experienced others about the reform (Brown & Campione, as cited in Spillane & Thompson; Cobb & Jackson, 2012; Cosner, 2009).

From an implementation view, then, capacity building necessarily involves availability of or access to supports for learning. The social, cultural, financial, and informational dimensions of capacity, in so far as they are resources, can be used as supports for learning. The next section reviews the literature that further provides additional operational definitions for these resources or supports for learning.

Supports for Learning

Cobb and Jackson (2012) identify four types of support for learning: new positions (or changes in the responsibilities of existing positions so learning by implementers can be possible); learning events; new organizational routines; and new tools. They categorize new positions either as direct support extended by an expert, or indirect support to existing positions through sharing of responsibilities to increase opportunities for learning by the targeted implementers. Furthermore, they classify learning events into intentional and incidental, with the former further differentiated into ongoing or discrete. Intentional learning events involve a series of regularly held meetings that build on one another, and involve a relatively small number of participants. Discrete intentional learning events include one-shot professional development sessions, as well as a series of regularly scheduled meetings where activities do not build on each other. Cobb and Jackson also suggest introducing organizational routines, particularly those involving scaffolding, to support professional learning. Lastly, they mention tools or material instruments designed either to support learning in intentional learning events, or to be incorporated in practice. Examples they cite include textbooks, curriculum guides, mathematics objectives, classroom observation protocols, reports of test scores, student written work, and written statements of policies.

Honig (2007) enumerates three possible supports for learning that administrators can provide to enable school level reforms. These are: valued identity structures; social opportunities; and tools and structures for improvisation. Identity structures refer to markers that indicate progressive degrees of engagement or participation. Social opportunities consist of networking, observations, and dialogues that allow access to new

information. Tools are differentiated into conceptual tools, which consist of principles, framework, and ideas, and practical tools, which involve providing specific examples of practices, strategies, and resources with immediate and local use.

How these various forms of support might be deployed in districts and schools for purposes of local capacity building (that is, for developing human capacity) are outlined in the literature reviewed in the next section.

Capacity-building and the Support Roles of Administrators

The literature in the U.S. sets the parameters for the "local" in local capacity in terms of school district central office and those who make district instructional policies. Such literature is relevant to this study because the U.S. school district is organizationally and functionally comparable to the Philippines' school division, the setting of this investigation. This section aims to shed light on how the various forms of support for learning might be brought to bear on building teachers' capacity. The review also identifies the capacities administrators should learn (and where they correspondingly need support) if they are to provide teacher support in instructional reforms.

Spillane and Thompson's (1997) study of local capacity in nine school districts defined the capacity to support teachers "primarily as capacity to learn the core substantive ideas and to help teachers to learn these ideas" (p. 185). This implies that teaching, and not merely regulating, becomes an integral part of the work of administrators in reform implementation. Honig (2007) refers to this role of district administrators as brokering/boundary spanning, which she describes as involving communication of new information across boundaries in ways that the receiving group

would more likely link it to their previous knowledge. Honig also acknowledges the modeling and mentoring roles of district administrators, acting as a guide in the execution or enactment of new practice.

Honig's (2007) framework, drawn from the theory of organizational learning, sociocultural learning theory, and theories of situated cognition, views this shift from regulatory to support roles as requiring decentralized governance, that is, a transformation from top-down, command-and-control relations to partnership or sharing of authority among the various units of the system.

Teacher capacity for reform is, to a certain degree, linked to the capability of district administrators to provide conducive learning environment for teachers (Spillane & Thompson, 1997). Through their decisions on the frequency of teacher occasions for talking about teacher practice, on teacher access to new information about instruction (Spillane & Thompson), and the type and nature of professional development opportunities made available to teachers (Desimone et al., 2002, as cited in Edlin, 2007), district leaders influence and shape the conditions where and how teachers learn about substantive reform ideas. Moreover, district leaders play a major facilitative role by "communicating the state's instructional policy, lending coherence to it" (Desimone et al., as cited in Edlin, p. 5).

Floden, Goertz, and O'Day's (1995) capacity-building framework lists various strategies that district administrators may take in building teachers' capacity. The framework is drawn from their tri-state study of school districts with reputation for school reforms in mathematics and reading or writing. The possible strategies include: offering courses and workshops; providing vision and leadership; effecting change in the

organization or governance of schools; providing guidance on curricular content and instruction; establishing evaluation or accountability mechanisms; directly providing resources; and facilitating access to outside sources of support. Additionally, Floden, Goertz, and O'Day distinguish between individual capacity (which they call professional development) and organizational capacity. As an example for the latter, they cite the ability of a district to allot resources for curriculum materials, professional travel or released time.

Schools can be settings for teacher learning, and when they become so, the role of principal is critical in capacity-building (Borko et al., 2003; Cosner, 2005; Gamoran et al., 2003; Newmann, King, & Youngs, 2000; Smylie, Wenzel & Fendt, 2003; Youngs & King, 2002). The literature highlights the position's potential power for shaping teachers' interactions in ways that facilitate the development of collaborative relations (Lambert, 1998) and collegial trust (Cosner, 2009). As described, principals can facilitate the development of collegial trust by creating time and structures for teacher interactions (Bryk & Schneider, 2002; Cosner, 2009; Kochanek, 2005; Tschannen-Moran, 2004), and arranging settings for reciprocal helping relations or joint problem-solving among teachers (Smylie & Hart, 1999). Floden, Goertz, and O'Day (1995) classify this potential power of the position of principal to make time available for discussion, observation, and reflection as a form of organizational capacity.

A study by Cosner (2009) documents how time and structures were created for trust-building by 11 principals who were cited for their school capacity-building initiatives. As shown by the study, the principals increased time for teacher interaction within three existing teacher-meeting structures: department meetings, staff meetings,

and site-based professional development. The principals also increased interaction time by initiating new interaction forums, namely: mentoring and induction programs; teacher leadership, problem-solving, and work groups; book clubs; and social events. In addition, they also strengthened staff responses to interpersonal conflict, introduced interdependent tasks into interactive settings, strengthened theleadership and facilitation skills within interactive settings, more gradually introduced risk into collective problem-solving tasks, and established and communicated clear processes and parameters for collective decision-making ahead of decision events.

Capacity-building in Mother Tongue Instruction

The previous sections established that capacity building, at its core, is a process of learning about reform ideas and practice; it is a process of human capital development. This learning process entails not just mere transmission and acquisition of more and additional skills and information, but also unlearning, alteration, reconstruction, and transformation of present capabilities, including values, motivations, dispositions, and goals. This section reviews the literature that identifies the human capabilities (skills, knowledge, dispositions, commitments) needed in reform initiatives that include the learners' mother tongue in a multilingual education program. The review also identifies the resources that can be used for supporting the development of these capabilities.

Human Capacities Needed in Mother Tongue Instruction

Strong mother tongue multilingual education programs entail an indigenization of the curriculum (Young, 2002) or localizing the curriculum content. This is an approach that bases the curriculum "on the culture of the ethno-linguistic community, using local knowledge and practices through which learners develop foundational concepts in all areas of learning" (Young, 2009, p. 121). One benchmark, then, for capacity building for mother tongue-based education is for teacher trainings[1] to include support and requirements for teachers to understand the language and cultural background of their students. This was a recommendation made in a research-based report by Pinnock (2009). Empirical studies of pilot mother tongue programs in Cambodia, Philippines, Vietnam, Malaysia, and Kenya also emphasize the importance of teachers' knowledge of the local culture and fluency in the mother tongue of their pupils (Graham, 2010; Huong, 2009; Logjin, 2009; Quijano & Eustaquio, 2009; Un Siren, 2009). Teachers who come from the same community as their pupils are usually viewed as capable in this regard, compared with those who are non-members. However, a study of the experiences of mother tongue education programs in Eritrea, Vanuatu, and Guatemala by Dutcher (2003) challenged this assumption. Dutcher's findings indicate that teachers still need to be trained in using their first language for classroom teaching. Young (2009) stressed this as well in her work summarizing the policies and experiences of strong mother tongue first multilingual education programs in South East Asia. Why this should be so might be explained by Dekker's (2009; personal communication, January 8, 2012) accounts of the

[1] The literature on mother tongue instruction reviewed in this study, as well as the DepED in the Philippines, commonly uses "trainings" to refer to activities that prepare and develop teachers for implementing new program/s.

First Language Component program[2] in an indigenous community in the Philippines. Dekker observed that teachers are often not literate in their own language, and, thus, have to learn to read and write in it as well as how to use it to teach the curriculum and discuss academic topics. In the Lubuagan case, Walter and Dekker (2011) report that numerous workshops had to be undertaken to bridge teachers from reading and writing in the national language to their mother tongue. Sessions were similarly held for materials production and curriculum adaptation to incorporate local culture. Quijano and Eustaquio (2009) also report on a pilot program for the Manobo indigenous community in the Philippines which used mother tongue in the first two grade levels in the elementary school where teacher trainings included construction of teaching aids in the learners' first language and "geared towards promotion of learners' own culture, values and beliefs and were based on real life situations in the community, ...enriched through use of local artifacts" (Quijano & Eustaquio, p.165).

The incorporation of local culture into the curriculum implies shifting views in teacher roles. The traditional perception of teachers as mere passive recipients of materials developed by outside experts is replaced by one that places them in an active role as creators and theorizers in curricular development, and co-constructors of knowledge (Torres-Guzman & Gomez, 2009).

Theoretical grounding is also important in preparing for mother tongue instruction. In the Dekker and Young (2005) report, years before the actual implementation, teachers of the First Language Component in Lubuagan, Philippines,

[2] This program was acknowledged for its gains in student learning in the DepED Order 74, series 2009, the document that mandates MTBMLE in the Philippine public school system at the basic education level.

were already holding sessions where information and case studies of actual mother tongue based multilingual programs and their theoretical underpinnings were shared by a partner institution, the Summer Institute of Linguistics. In a subsequent account of experiences in the same program, Dekker (2009; personal communication, January 8, 2012) narrates the theories shared in these sessions included how children learn and how a second language can best be acquired. Pinnock's (2009) benchmarks of good practices in teacher trainings for mother tongue- based multilingual education echo Lubuagan's coverage of theoretical grounding as it encompasses understanding of language development (including the importance of the child's mother tongue; how children learn language and how children learn to read); and the interdependence of mother tongue and second language development.

Capacity-building efforts must also focus on pedagogies and teaching strategies. Pinnock (2009) includes appropriate first and second language teaching practices in her benchmark for teacher trainings in mother tongue based multilingual education. Some studies emphasize pedagogies that build on the active pupil participation and enthusiasm that results from teaching in the home language of pupils. For instance, Dutcher's (2003) study recommends less emphasis on rote learning, repetition, and copying, and more on peer-to-peer interactions and higher order thinking. Relatedly, Siltragool, Petcharugsa and Chouenon (2009) and Torres-Guzman and Gomez (2009) highlight pedagogies where teachers are facilitators of learning and co-constructors of knowledge.

Aside from the aforementioned knowledge and skills, nurturing the commitment by individual teachers is crucial in their willingness to attempt, and maintain, innovations

in mother tongue instruction. Graham (2010) reported this in her study of a mother tongue education program among the Pokomo in Kenya.

Moreover, the attitudes and values towards students' first language and culture by school leaders (Baker, 1996) and teachers (Young, 2002) have been reported to have an effect on implementation. This is a major hurdle in mother tongue instruction since often, the home language is not considered as a language of learning, a perception that is reinforced by a widely-held belief that English is the language of social advancement (Graham, 2010; Logjin, 2009; Omoniyi, 2009; Quijano & Eustaquio, 2009; Wildsmith-Cromarty, 2009), or that fluency in the national language puts one in a more competitive status (Huong, 2009; Quijano & Eustaquio). These beliefs are bolstered by school and university examinations and employment requirements that use English and/or national languages (Graham; Mohanty, 2006). Local biases and prejudices against the language of minority groups also feed public and parental negative attitudes to mother tongue instruction (Torres-Guzman & Gomez, 2009), conditioned for the most part by a long history of colonial relations and the hegemonic status of the postcolonial language (Brock-Utne, 2001; Omoniyi, 2010; Prah, 2005). Dekker and Young (2005), recounting the experiences of local teachers in Lubuagan as they prepared for the First Language Component program provide insights on how prejudicial views toward local language and culture might be unlearned. Teachers' seminar-workshops aimed at consciousness raising were held which served as occasions for affirming the local teachers' cultural identity

> through shared reflection and shared insights on restoring or remembering one's lost cultural identity and unlocking the rich resources of the Lubuagan language by writing traditional stories in the vernacular that relate to the cultural world of the community. (Dekker & Young, 2005, p. 191)

Torres-Guzman and Gomez (2009, p. 199) similarly echo this requirement as they stress the need for teachers in multilingual education to be helped in "discovering their voices and to keep in mind the worlds of their students as they create their own worlds."

Resources for Human Capacity-Building

Trainings in sustainable multilingual education programs in some South East Asian countries, described by Young (2009) to be held regularly for teachers, administrators, and educational planners are: conducted in the focus language or mother tongue; community-based; and with community stakeholders included as resource persons. Relatedly, ongoing coordination and collaboration was reported to be a crucial factor for in-service trainings and program expansion.

Networking with community stakeholders has been shown to be a rich resource for learning. Young (2009) observes that participation of stakeholders who are mother tongue speakers of the languages in focus and who are "experts" in their culture appears to be a key principle in the development of local content in the curriculum. Their participation included syllabus writing and instructional materials development, particularly in writing poems and stories. Dekker and Young's (2005) documentation of the First Language Component, a pilot program in mother tongue based multilingual education in Lubuagan, Kalinga, Philippines, identified community mobilization as an effective source of skills and motivation for the continuation of the program.

Another pilot project in curriculum indigenization that used the mother tongue in the first two grades in the elementary level among the Manobos (an ethnolinguistic community in Mindanao, Philippines) tapped community members as resource persons

on the Minanubo language and culture during teacher trainings and in the preparation of instructional materials and reading materials (Quijano & Eustaquio, 2009). A Sabah (Malaysia) program that introduces the Kadazandusun mother tongue in the upper grades of elementary level continuing into secondary level involved volunteer community members expert in the Kadazandusun language to assist in materials development (Logjin, 2009). In a Pwo Karen (Thailand) program, local community members wrote the text and drew illustrations themselves (Siltragool, Petcharugsa & Chouenon, 2009). A study of two schools for indigenous peoples of the northern parts of Sweden showed that involving the students' parents promotes the development of culturally sensitive curriculum (Johansson, 2009). In the bilingual program of Cambodia which uses the Khmer national language and local language, a study showed that parental support results in strong links between home and schools (Un Siren, 2009).

Graham's (2010) study of a mother tongue education program in Kenya noted the following as enabling factors in its launching: supportive government policy; the welcoming of non-government stakeholder involvement in education provision; individuals and organizations committed to facilitating mother tongue education; and the willingness of the local education authorities to partner with organizationsas enabling factors in the launching of a program. Graham's study also reported that opportunities for regular teacher interactions that include reflection on educational practice were valuable in promoting long-term gains in mother tongue instruction.

Government support through policy changes, financial investment and institutionalization of infrastructures for implementation are also vital to program sustainability (Graham, 2010; Logjin, 2009; Quijano & Eustaquio, 2009).

In a paper read at a national conference on MTBMLE in the Philippines, Young (2012) emphasizes the importance of time and tools for effective multilingual education. She stresses that sufficient time needs to be invested in the preparation of a plan, preparation of curriculum, training teachers, and preparation of teaching/learning materials. The tools she identifies as necessary for multilingual education include multi-agency-produced writing system, and procedures for testing, evaluation and documentation.

Books and reading materials written in the target mother tongue are enabling factors in the launching of a mother tongue program (Graham, 2010), and a factor in program sustainability (Quijano & Eustaquio, 2009; Young, 2009, 2012).

Towards a Framework for Analysis of Local Capacity-Building

This study focused on the local capacity building that took place among the various layers of practice (teachers, school heads, and the district and division supervisors) and levels of governance (division, district, school) in the Bonifacio Rizal Division in the first year of implementation of MTBMLE (June 2012-May 2013). Local capacity encompassed "teachers capacity to teach in new ways" as well as the division's "capacity to support these changes" (Spillane & Thompson, 1997, p. 185). Taking off from Spillane and Thompson (1997) and Malen and Rice (2004), this study viewed local capacity as multidimensional. The dimensions that were focused on are human, cultural, social-informational, and financial. These dimensions are closely interrelated and interdependent, that is, the growth in one depends crucially on, and frequently contributes to, growth in others. They each are, in a sense, a resource or capital (Figure 2).

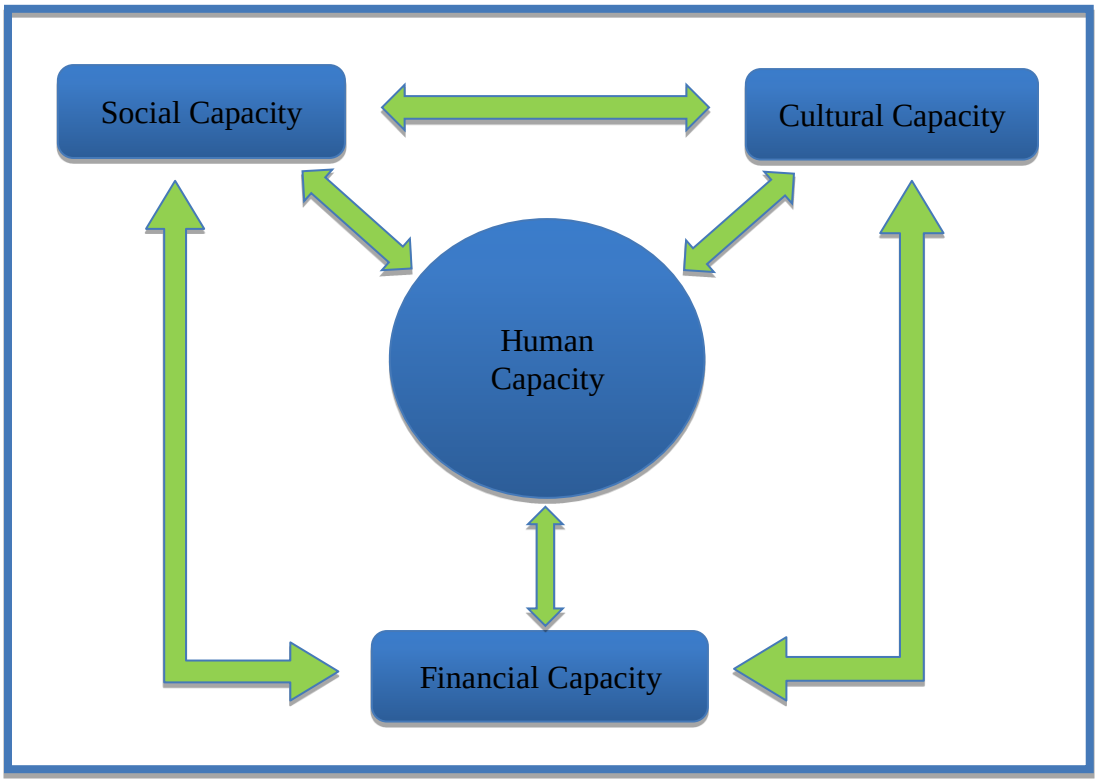


Figure 2. Dimensions of local capacity and their interrelationships.

Capacity building is fundamentally a process of learning. For the teachers, it means learning the reform ideas; whereas for the administrators, it means learning the core substantive ideas so they can help teachers to learn these ideas (Spillane & Thompson, 1997). The learning process involves not just mere transmission and acquisition of more and additional skills and information, but also unlearning, alteration, reconstruction, and transformation of what implementers believe, know, and do (Brown & Campione, 1990, as cited in Spillane & Thompson). This reconstructive and transformative learning involves an unlearning of the capabilities they presently possess (Cohen & Barnes, 1993, as cited in Spillane & Thompson), the altering of the goals they hold for their students and a change in the way they see themselves (for instance, their belief about their role in the classroom, and their views of themselves as learners)

(Floden, Goertz, & O'Day, 1995). This human capacity building process or learning process takes place within long-term supportive relationships (Brown & Campione, 1990, as cited in Spillane & Thompson, 1997; Cobb & Jackson, 2012; Cosner, 2009) requiring resources for significant learning. The specific resources that will be studied in this proposed study are social resources, financial resources, and cultural resources, which are summarized in Appendix B.

However, increasing resources does not automatically translate to increased capacity (Hatch, 2009; Malen & Rice, 2004), especially if these resources are not the required resources for accomplishing the goal of capacity building. Resource alignment or the degree of correspondence between reform resources and required resources (Rice, 2000, as cited in Malen & Rice) for building human capacity will have an effect on the productive use of available resources (Malen & Rice). Aside from an inventory of resources for building capacities of teachers and administrators, then, an analysis of the productivity of such resources was undertaken by this study. Following Malen and Rice's construct, productivity was gauged in terms of resource alignment. In turn, there were two indicators for resource alignment. The first took off from Malen and Rice's measurement, which relied on the on-site educators' perceptions of required resources for reform. Resource alignment was defined in these terms as the correspondence between the available MTBMLE resources and the local administrators' and teachers' perception of their division/district/school's resource needs.

The second indicator for productivity as resource alignment was drawn from the reviewed literature on mother tongue instruction and local capacity presented in this chapter. The analytical construct is contained in Appendix A (see third column). In

brief, the productivity of MTBMLE resources was analyzed in terms of whether these are what the reviewed literature identify as needed in building local capacity and building capacity for mother tongue instruction.

Summary

This chapter presented a review of relevant literature on local capacity building. The intent of the review was to provide definitions of the key constructs for the study, specify their dimensions and relationships as these have been theorized or planned, practiced or implemented, including specially the policy and experiences of mother tongue-based multilingual education programs. A summary of the key concepts drawn from this review is outlined in Appendix B. The reviewed literature led to the formulation of the study's conceptual framework (see Appendix A) which was used in describing and assessing capacity building in the MTBMLE program implementation in the Bonifacio Rizal Division.

Chapter III

METHODOLOGY

This chapter outlines the methodology for this study of the capacity building efforts in the first year of implementation of Mother Tongue-Based Multilingual Education (MTBMLE) in two elementary schools in the Philippines. It includes: an overview of the study's research design; a description of the research sites and participants; an explanation of the methods for data collection and data analysis; a discussion of how trustworthiness was ensured; a description of how findings are presented; a discussion of the researcher's role; and an identification of the limitations of the study.

Research Design

This retrospective study of the implementation of MTBMLE in Grade 1 classes in two public elementary schools in the Bonifacio Rizal Division in schoolyear 2012-2013 aimed to document, describe and assess how the new program was implemented in its first year, focusing on the local capacities and the forms of support towards the building of such capacities, with a view of generating lessons for program (re)formulation purposes. Local capacity was used in this study to refer both to "teachers' capacity to teach in new ways" as well as the division's "capacity to support these changes" (Spillane & Thompson, 1997, p. 185). Capacity to support teachers involved "primarily the capacity to learn the substantive ideas at the heart of the new reforms and to help teachers learn these ideas" (Spillane & Thompson, p. 199). So, both for teachers and

administrators in the various levels of governance in a division (school, district, and division), capacity building consisted of the resources or supports for learning the new way of instruction, which is MTBMLE. It is a new way in that the MTBMLE requires localization of language of instruction and localization of content, which is a shift from a long history of peripheralizing the local languages and local culture in the curriculum.

Specifically, this study of the first year of the MTBMLE implementation addressed the following research questions:

1. What challenges and problems in the implementation of MTBMLE were experienced by the local adopters/adapters in the various layers of practice (teachers, school heads, district supervisors, division supervisors) and levels of governance (division, district, school) in the division?
2. Based on the accounts of local adopters/adapters and on MTBMLE documents, what were the resources or forms of support for building MTBMLE capacities in the various layers of practice (teachers, school heads, district supervisors, division supervisor) and levels of governance (division, district, school) in the division?
    a) social resources
    b) financial resources
    c) cultural resources
3. How productive were these resources or forms of support in building local capacity for MTBMLE
    a. as assessed by the local adopters/adapters in the schools, district, and division?

b. as assessed through an analytical construct drawn from the literature on mother tongue instruction?

4. What recommendations, if any, did the local adopters/adapters make to improve the MTBMLE capacity building efforts?

To address these research questions, a qualitative approach using a case study design was utilized. The case study strategy or genre was chosen because it is appropriate for studies of innovative systems (Marshall & Rossman, 2011; Merriam, 1988) and MTBMLE is an example of such. Described as a "radical" shift, MTBMLE's integration of the local language into the formal curriculum departs from the Philippines' long history of language policy in education that privileged the colonial language and the national language.

Relatively undocumented in terms of capacity-building of local implementers in the early stage of implementation, the descriptive aspects of case study design are suitable for this proposed MTBMLE study because they are "useful in presenting basic information about areas of education where little research has been conducted" (Merriam, 1988, p. 27).

Moreover, the data for this study included local adopters/adapters' understandings and interpretations of their MTBMLE experiences. Subjective views and experiences can be best captured through face-to-face interactions in natural settings (Marshall & Rossman, 2011) or in real-life contexts (Yin, 2003) – methods that are integral to a case study design. The data collection techniques in a case study provide what can be described as thick description (Lincoln & Guba, 1985) as they allow for the capturing of personal thoughts, beliefs, values, and assumptions, as well as much contextual

information. A qualitative approach, such as used in a case study, then, has the potential to offer a better base for understanding what was taking place in the implementation process (Stake, 1985).

Additionally, since this study intended to generate findings to inform the implementation efforts of DepED, this study serves a relevatory or practical purpose, one of the justifications of case study design (Yin, 2003).

The collection of data for this study was done in two ways. The first was through examination of MTBMLE documents in order to identify the resources and forms of support for building local capacities. The second one involved interviewing the study participants. Specifically, the interviews with teachers took place first through a focus group strategy, and then individually. The group interview in each school site generated data on their MTBMLE learning events, supervisory support, materials support and tools, class program and joint work. The individual interviews generated data on the challenges and concerns they have experienced, and their views and recommendations. The interviews with the principals of the two schools, the two district supervisors, and the division supervisor in-charge of MTBMLE were done individually. Next steps in the research process included organizing the data into displays and generating themes that were compared within and across sites. Then the findings were presented in relation to the research questions, after which a discussion of these based on literature was done and recommendations for policy and practice, and research were offered.

Research Setting and Participants

This study was undertaken in the Bonifacio Rizal Division,[1] one of the 214 divisions in the Philippines. This site was purposively selected. The actual participants were subsequently identified through a nomination made by the Bonifacio Rizal Division's division supervisor in-charge of MTBMLE using the following criteria that the researcher specified: one central school (i.e., a school located in the center), and one non-central school; neither school was a pilot school in the piloting phase of MTBMLE the previous schoolyear; both schools have at least three Grade 1 teachers; and the Grade 1 classes in one of the schools should have pupils whose mother tongue is the local language in the community. A back-up sample of four schools was drawn up in case the first two schools did not want to participate. The participants of this study were the teachers in the Grade 1 classes in the division, and the instructional/curriculum consultants[2] to these teachers, namely, the principals of the selected schools, district supervisors, and the division supervisor in-charge of MTBMLE.

This purposefully selected sample (Marshall & Rossman, 2011) potentially presented opportunities for surfacing perspectives "across a range of teaching contexts" (Hargraves, 1996, p.16). It would also allow for triangulating data, that is, it could offer corroborating evidence from different individuals, and types of data (Cresswell, 2005).

All the teachers who handled Grade 1 classes in school year 2012-2013 in the purposively selected two schools (seven teachers for the Pilantik Central School and three teachers for Taginting Elementary School) were interviewed along with their principals

[1] The names of the division, district, and schools are pseudonyms.
[2] As per Department of Education Culture and Sports Service Manual (2000) and Republic Act 9155.

(two), district supervisors (two), and the division supervisor in-charge of MTBMLE (one). Permission to conduct interviews was solicited from the highest administrator in the region (the Regional Director) and the division (Schools Division Superintendent) (see Appendix C). Once permission was granted, potential participants were invited (Appendix D) and their permission to participate was sought (Appendix E for teachers and Appendix F for administrators). All the participants as well as the names of the division and schools were subsequently given pseudonyms to protect their identity.

Aside from the MTBMLE documents that were reviewed, the experiences and perceptions of the forms of support and resources extended to these teachers and administrators to develop their capacity for MTBMLE served as units of analysis for within and between case comparisons (Merriam, 1998; Yin, 2003).

Data Collection

Patton (2002, p. 244) recommends that multiple sources of information be "sought and used because no single source of information can be trusted to provide a comprehensive perspective." This qualitative study used two primary methods for gathering information to address the research questions and ensure multiple sources: document review and interviews.

Document Review

Documents served as sources of data for this study. Specificically pertinent were the DepED issuances on MTBMLE; and materials relating to MTBMLE professional development activities, financial resources, and instruction (such as curriculum guides, course objectives, learning modules, procedures for testing and evaluation – all of which

constituted materials and tools support for MTBMLE implementation). These documents were reviewed to triangulate the data (in terms of data collection method) (Cresswell, 2005) on the forms of support or resources for MTBMLE local capacity building generated through the interviews of teachers and administrators.

Interviews

All Grade 1 teachers and the principals in the selected two school sites, the district supervisors and division supervisor were interviewed for this study to generate information on MTBMLE capacity building in the division during the first year of MTBMLE implementation. A semi-structured interview instrument was used to draw their experiences, and perceptions of the forms of support and resources for learning they received as teachers and administrators, and their recommendations on how these could be further improved. Interviews with the teachers were conducted in focus groups and individual interviews, while those with administrators was done individually.

The specific questions for the participants and their connections to the study's research questions are outlined in Appendix G. For the teachers, the questions aimed to generate information on forms of support include learning events, supervisory support, and class program, including collegial work, materials and tools. These questions formed the protocol for the focus group interview (see Appendix H). The questions that drew the teachers' experiences of difficulties and challenges as well as their views and recommendations are contained in the Parts I and II of Appendix I. These questions constituted the protocol that was administered in an individual interview (Appendix I). A discussion for the rationale for this choice of methods was presented in the section on piloting in this chapter.

The questions for instructional leaders (see Appendices J and K), mirrored those of teachers except in two respects: instead of collegiality, the questions were aimed at inquiring into any mentoring being done (Part III); and a topic on personnel was added (Part IV). The instructional leaders−principals, district supervisors, and division supervisor−were interviewed individually for practical reasons as gathering them together might prove difficult for lack of common time. Moreover, it was mentoring instead of collegiality that was relevant in their case, at least as far as the design of this study is concerned. Information on this tends to be individual and case-specific, so a one-on-one interview was deemed appropriate.

A summary of the categories of information collected based on the research questions; the data sources for these; and the tools for collecting these are presented in Table 1. The information in items 1 and 9 relate to research questions 1 and 4, while the information in items 2-8 addresses research questions 2 and 3.

Preliminary visits and courtesy calls to the regional office,[3] division office, two district offices, and two schools were undertaken in the month of August, 2013. Interviews with the research participants took place in September and October of the same year. Then return visits to the sites on the first and last weeks of April, 2014 were made to present the interview manuscripts for their comments.

[3] Permission was solicited from the Regional Director and then the Schools Division Superintendent.

Table 1

Summary of Data, Data Sources, and Data Collection Tools

Information to be Collected	Data Source	Data Collection Tool
1. Challenges and difficulties encountered in MTBMLE implementation	Grade 1 Teachers,	Individual Interview
	Principals, Supervisors	Individual Interview
2. Learning events	Grade 1 Teachers	Focus Group Interview
	Documents	Document Review
3. External linkages that serve as sources of learning and information	Grade 1 Teachers,	Focus Group Interview
	Principals, Supervisors	Individual Interview
4. Internal norms and relations of collegiality in school	Grade 1 Teachers	Focus Group Interview
5. Mentoring or modeling of MTBMLE instruction by administrators to Grade 1 Teachers (Supervisory support)	Principals, Supervisors,	Individual Interview
	Grade 1 Teachers	Focus Group Interview
6. MTBMLE funding support	Principals, Supervisors	Individual Interview
	Grade 1 Teachers	Focus Group Interview
	MTBMLE issuances	Document Review
7. Resources that mediate the differences between the institutional cultures of schools and home culture	Grade 1 Teachers	Focus Group Interview
	Principals, Supervisors	Individual Interview
	Documents; Materials/tools support (such as textbooks, curriculum guides, course objectives, learning modules, classroom observation protocols, orthography)	Document Review

8.	Productiveness of MTBMLE local capacity building in the early phase of implementation	Grade 1 Teachers, Principals, Supervisors Documents	Individual Interview Individual Interview Document Review
9.	Recommendations on ways to improve MTBMLE local capacity building	Grade 1 Teachers, Principals, Supervisors	Individual Interview Individual Interview

Piloting of Data Collection Tools

The pilot study for this research was conducted during the third week of November 2012. It consisted of two sessions: a focus group interview with three Grade 1 teachers in a non-central school, and an individual interview with the principal of a non-central school. The interview protocol for principal, district supervisors and division supervisor was the same so it was assumed that the pilot interview with the principal would adequately provide instructive lessons for piloting purposes.

The piloting allowed me to refine my data collection tools and the method by which I administered them. My original plan was to conduct a focus group interview with teachers. The reason for my choice of a focus group interview was that I assumed–based on my experience with DepED–that learning events (Part I of the pilot protocol) for new programs are typically held in mass gatherings. A group interview, then, would facilitate the retrospective collection of information on such MTBMLE experiences in the early phase as the process offers opportunities for prompts, clues, cues as they recount their memories of the MTBMLE trainings, seminars, workshops and the like which they went through together. I also thought that since my study inquired into collegial practice

(Part III of the pilot protocol), conducting the interview as a group could make it easier for them to describe and narrate how they have been doing it. Member check would be at a maximum, as well in such a set-up. The pilot study reinforced these beliefs (see Appendix L). It also yielded the additional information that supervisory support and materials support were shared experiences as well for teachers.

However, the pilot study also made me realize that data on challenges and recommendations (Parts V and VI of the pilot protocol) would be better gathered through individual interviews. I observed in the group interview on these parts of the protocol that the teachers tended to wait for the answers of the others, and tended to simply agree with what their fellow teachers said (see Appendix L). Perhaps, participants were more wary of self-disclosure in a group setting given the more subjective nature of the questions (compared with the other parts). Confidentiality might be better assured through individual interviews in this regard. For the actual study, then, two methods were used for teachers: group interview and individual interview. The pilot protocol was reconstructed such that Parts I thru IV (which tended to converge on experiences that teachers went through together in the past year) formed the protocol for the focus group interview in the actual study (see Appendix H). Parts V and VI of the pilot protocol (which revolve around difficulties, challenges, recommendations) constituted the protocol for the individual interview with them (see Appendix I).

The piloting also made me realize that the sequencing of the questions in Part V in the teachers' pilot protocol should be rearranged for a more logical flow. In the interview with my teacher participants, their answers to the last question in Part V fed into their answers to the last two questions in Part VI (see Appendix L). The interview

would be facilitated if these questions were placed sequentially. These three questions actually were sequenced one after the other in the protocol for the instructional leaders (last question in Part VI, then first two questions in Part VII) (see Appendix J and Appendix K) and the pilot interview with the principal flowed more smoothly in this part of the protocol. So, the protocol for teachers was revised accordingly.

From this pilot study, I learned that it is better to conduct the interviews in our national language as the pilot participants invariably responded in Filipino even when asked in English. This held true both for teachers (see Appendix L) and the principal interviewed for this piloting. For this reason, I included Filipino translations of the protocols and used Filipino in my fieldwork.

The school where I piloted my data collection tool is a non-central school (i.e., a relatively less urbanized place). I found out that the students' mother tongue (the language spoken at home and their first language) is not the local or regional language anymore but the national language, Filipino. This means students do not share the mother tongue of the parents and the older generation who grew up using, and still fluently speak, the local language. Since the DepED chose to base mother tongue instruction on the local language in the community, this has generated pedagogical problems for students and teachers in the school where I piloted - very important information in itself. Since my study aimed to surface perspectives and experiences "across a range of teaching contexts" (Hargreaves, 1996, p. 16), the experiences of a school where the local language remains the students' mother tongue needed to be included in my sample. For this reason, my purposive sampling criteria reflected this consideration. As it happened, however, my reliance on the division supervisor for nominations left me with schools that

did not count among them at least one with this characteristic. I was already substantially invested in terms of time and materials when this became apparent; so I proceeded with the research.

Data Analysis

Yin (2003) acknowledges that the analysis of data from case study design poses a tremendous challenge since there is no fixed formula for doing it. Marshall and Rossman (2011) observe that the analysis process in qualitative studies "does not proceed in a linear fashion; it is not neat" (p. 207). It demands creativity (Marshall & Rossman) and "rigorous thinking, along with sufficient presentation of evidence, and careful consideration of alternative presentations" (Yin, pp. 110-111).

From the interviews and document analysis, contact summaries were drawn up and the major points identified and reviewed. Then, initial coding was done. Using the literature review and the framework for analysis generated from the review (see Chapter II), the researcher constructed categories (Table 2) and the analytical construct of productivity (see Appendix A). However, the process remained open to emergent themes and codes from those expressed by participants and the documents or categories from real-life data.[4]The themes for this initial round are summarized in Table 2. The criteria for the analytical construct of productivity is outlined in Appendix A. The initial definition of codes is presented in Appendix M.

[4] Marshall and Rossman (2011) refer to these as in-vivo themes or indigenous typologies.

Table 2

Themes for the Initial Round of Coding

Capacity/Resources	• Human • Social • Cultural • Financial
Human Capacity/Resources	• MTBMLE skills and knowledge of Grade 1 teachers and administrators
Social Capacity/Resources	• Learning events (External, Internal) • Linkages that serve as sources of learning • Internal collegial groupings and mentoring relations
Cultural Capacity/Resources	• Materials/tools support written in mother tongue • Co-participation of local community members in professional development activities and development of materials and tool support
Financial Capacity/Resources	• Funding for MTBMLE personnel • Funding for time off teaching for MTBMLE learning and for doing MTBMLE work • Funding for MTBMLE materials
Productivity	• Congruence or alignment between available resources and teachers' and instructional supervisors' needs • Congruence or alignment between available resources and MTBMLE requirements as per literature
Challenges/Difficulties	• Human • Social • Financial • Cultural
Recommendations	• Human • Social • Financial • Cultural

Coding was done by layer of practice (teachers, principals, district supervisors, division supervisor) and level of governance (school, district, division). Another set of codes was subsequently developed based on patterns evident in all the layers and levels and those that are unique to each layer and level. Throughout the coding process, thematic and theoretical memos were written to provide ways to think about the emerging themes within and across the layers of practice and levels of governance. Data displays of themes generated from pattern-coding and clustering were done per layer of practice and level of governance. From out of these, a final display incorporating data from the sites and documents were constructed. Analytic texts were then developed around this data display. Once data collection and analysis were completed, findings that cut across layers of practice and levels of governance were identified and accompanying analytic texts were written around these.

The construct of productivity was used in this study to assess the effects of local capacity building efforts of MTBMLE implementation. Taking off from Malen and Rice (2004), productivity was defined as resource alignment or the congruence between the required resources and the provided resources. The required resources were analyzed in two ways. The first approach, which was Malen and Rice's heuristic tool, operationalized requirements in terms of perceptions of site-based educators. Productivity in this regard would mean alignment between the kinds of support implementers viewed as needed to implement reform initiatives and the actual forms of support extended to them. The second approach involved an analytical tool which was generated from the review of literature that was done in Chapter II. The criteria were drawn up by identifying benchmarks and best practices of sustainable mother tongue and

multilingual programs in the Philippines and abroad. For this approach, productivity was analyzed in terms of alignment between the resources provided to the local implementers and the required resources as per the reviewed literature. This research-based analytical construct is contained in Appendix A (see third column).

Trustworthiness

Stringer (2004) stresses that given the subjective nature of a qualitative study and its grounding on local settings, attention should be given to the trustworthiness of the findings. This was addressed in this proposed inquiry in terms of strengthening credibility or plausibility, dependability, and confirmability.

Credibility

Credibility or truth-value refers to what extent the findings are true from the participants' perspectives and in the setting where the study is done (Guba, 1981). This was ensured through establishing relations of trust with the participants. Member checks were also done, that is, the interview transcripts were reviewed by participants and their comments incorporated. As well, the multiple sources of information, data types, and methods of data collection aimed at strengthening the credibility of findings.

Consistency or Dependability

Guba (1981) writes that complete dependability is not possible inasmuch as the researcher is the main instrument of data collection, and is usually the only researcher on the study. What can be done, under the circumstances, is to strengthen the dependability of research. This refers to the degree to which the findings would be consistently repeated

should the study be replicated with the same or similar participants in the same or similar settings. This was addressed in this study by clearly defining the details of the research process particularly the strategies in data collection and analysis to the participants and to others; and by maintaining openness to scrutiny.

Neutrality or Confirmability

Guba (1981) defines this as the degree to which the findings are "a function solely of the respondents and the conditions of the inquiry and not the biases, motivations, interests, and perspectives of the inquirer" (p. 80). Complete neutrality is not possible given that this study focused on the social world of meanings of my participants, a world which I, myself, as researcher, also inhabit. Guba suggests, instead, enhancing confirmability through reflexivity. Marshall and Rossman (2011) call this as bracketing of personal experiences: "recognizing where the personal insight is separated from the researcher's collection of data" (p. 97). They acknowledge the difficulties in doing this as a qualitative researcher. A way to manage this, they advise, is to continuously come clean about this through self-reflection in one's field notes. Peshkin (1988) similarly suggests a subjectivity audit,[5] an accounting of the researcher's sentiments and feelings−what he refers to as the researcher's many I's and selves−that are aroused at any point in the data collection, analysis, and write-up so as to preclude "mut(ing) the emic voice" (p. 21) and avoid their disabling potential and distorting hazard. For this purpose, reflexive notes were kept throughout the conduct of this research. These notes contained the researcher's reflections on the interviews, methodological difficulties, speculations on the issues relevant to the study, and how these changed in the course of the study.

[5] Peshkin acknowledges Smith (1980) for this concept.

Additionally, confirmability of findings would be strengthened such that outcomes clearly emerge from data by establishing the chain of evidence and by retaining recorded information.

Researcher's Role

This study focused on a program I am actually mandated to implement, being the second highest administrator[6] in my division of assignment. My interest in mother tongue instruction, in fact, stems partially[7] from this official responsibility. Part of my task is to see to it that this new MTBMLE policy is implemented effectively. Having come from a three-year study leave abroad, I missed the period for the MTBMLE policy groundwork and initial preparations for implementation. When I resumed work at the DepED in August 2011, the MTBMLE implementation had already been two months into the pilot phase. Believing in the value of research in illuminating and guiding processes of reform, I chose to frame my dissertation around what I think are pressing concerns in this early stage of implementation of this radical (Cruz, 2010) policy: capacitating teachers and instructional leaders for mother tongue instruction. To avoid ethical dilemmas, I chose not to use my own division as the research site.

My being an indigenous-insider (Banks, 1998) to the DepED bureaucracy where my participants work provides a potential for building trusting relations, according to Marshall and Rossman (2011). Trust and a supportive environment are found to promote participants' expression of views in qualitative interviews. Toma (2000) harks to such trust-building prospect as well in averring that one's prior associations or connections to

[6] Assistant Schools Division Superintendent
[7] My interest in it also springs from beliefs that I described in the preface.

the participants may greatly increase the quality of data. However, I am keenly aware that my DepED association, no matter how facilitative, carries with it potential dilemmas and contradictions as well especially as my qualitative research design positions me as my study's research instrument (Guba, 1981; Marshall & Rossman, 2011). The transition from administrative role to researcher role had the potential to pose political, ethical, and methodological concerns. Let me discuss them one by one and how I addressed or handled them.

There was a likelihood that my potential participants would feel "obligated" to join the research given that I occupy a position that is above their rank. To mitigate if not eliminate this altogether, I sought to base our research relationship on voluntary and informed willingness. I emphasized the research's potential benefits to them, and eventually, to our students[8] just as I was upfront about the research's value to me as a doctoral student and as an administrator.[9] The benefits to them that I cited included getting an opportunity to give feedback to a central office-mandated program and in the process, contribute to possibilities for improving its implementation at least in their division. Hopefully, the research would also provide them a chance to reflect on their practice.

My participants and I discussed the risks they might feel they face in going public (through their interviews with me and/or with their focus group). I tried my best to

---

[8] Tisdale (2004) would categorize this ethical justification as utilitarian (i.e., with a focus on usefulness) teleology (i.e. focusing on ends or results).

[9] I was upfront about the usefulness of the research for the completion of my doctoral program, as well as for helping me become a more effective administrator of the MTBMLE program in the division. As well, I disclosed the likelihood of sharing the findings with a larger audience outside the division, (e.g., in talks with central office administrators, in conferences).

manage these and to relay that assurance to them. I reciprocated their openness and trust with confidentiality and care. Toward this end, the field notes bore pseudonyms to protect identities of my participants. The write-up and presentation of findings similarly bear only pseudonyms. The list of the participants' real names and pseudonyms, transcriptions, field notes, were stored in a locked file cabinet to which only I have an access. The participants' informed consent was continually renegotiated throughout the research process (Marshall & Rossman, 2011), leaving open at any point before and during the research process the option to withdraw, stop the interview, or avoid particular questions without fear of repercussions on their teaching status. I tried to be as minimally invasive and disruptive in their daily and organizational tasks, seeing to it that interviews depended on their priorities and responsibilities. Any costs incurred by my participants as a result of their participation in this research (e.g., fare, food, venue fee) was my responsibility.

I sought to ease the transition to researcher role by employing what Marshall and Rossman (2011) call bracketing; in my case, bracketing my administrator role. I did this by selecting a research site that was not my own division and so my administrator role would minimally intrude, if at all, into the researcher role that I assumed in relating with my research participants. I further established−and reinforced their perception and acceptance of−my researcher role through the following strategies[10]: seeking permission from the regional director and division superintendent prior to fieldwork (Appendix C); writing letters of invitation to potential research participants (Appendix D); obtaining signed informed consent from the participants prior to engaging in interviews

[10] Adopted from Cohn (2007) who studied, using a participant observation method, an initiative that was pursued by an office of which she was a staff.

(Appendices E and F); reminding participants prior to, at the onset, and throughout interviews that they can opt out anytime without any consequences (see Appendices H to K); and beginning interviews with a commentary around my role as researcher rather than as an administrator (see Appendices H to K). The member-check strategy, designed to strengthen credibility of findingsas discussed in the section on Trustworthiness in this chapter, also aimed to reinforce their perception of me as researcher rather than administrator.

Limitations of the Study

The framework for analysis used in this proposed research offers a lens through which to understand the dynamics of implementation. Admittedly, it is only one among many possible ways of reading (Cherryholmes, 1993) this social process. Moreover, as Lather (1999) points out, every reading is situated and perspectival, and therefore, partial and never neutral. This section identifies some of these limitations of this study stemming from its invariably partial[11]character.

It is acknowledged that this research frames capacity building around providing resources alone. Resources, in turn, are limited to only four types, namely human, cultural, social, and financial. Moreover, the assumptions underpinning the focus on the productivity of MTBMLE capacity-building efforts bear mentioning. Productivity was measured using the construct of alignment. As defined by Rice (2002, as cited in Malen & Rice, 2004), alignment means the degree to which the available resources are congruent with the resources required to attain goals. Malen and Rice (p. 636) note that,

[11] "Partial" in the sense that it is incomplete and is mediated by a researcher with subjectivities.

"identifying the resources required to accomplish policy goals in different contexts is an empirical challenge." For this research, an attempt at basing the identification of resource requirements on empirical grounds was done in two ways.

The first measurement of productivity took off from Malen and Rice's operational definition for resource alignment, which bases resource requirements on the site-level educators' perceptions of their schools' resource priorities. As conceded by Malen and Rice themselves, this definition assumes that site-level educators have knowledge of the resources required to realize meaningful reforms.

The second measurement was done through use of an analytic construct generated from a review of literature on experiences of mother tongue instruction. In this case, productivity was determined by establishing whether the resource requirements as per literature have been made available in the research sites. However, the quality of these resources (Elmore, 2003; Goertz, 1996; Hatch, 2009), how they were actually used (Cobb & Jackson, 2012), the interactions between them (Ball & Cohen, 1999; Hatch, 2009) and the likelihood of their sustainability (Goertz, 1996) were not explored by this analytic approach that inquired only on the presence or absence of resources. It is also a limitation of this study that the first year of implementation process was documented retrospectively. The passage of time may work to the disadvantage of the inquiry in that participants' memories may fail. Moreover, the validation and corroboration that actual researcher observations of participants' capacity-building experiences could have offered is no longer possible. These limitations notwithstanding, the study is significant in that it potentially offers instructive lessons with implications on policy, practice, and research as outlined in Chapter I.

Chapter IV

PRESENTATION OF FINDINGS

This retrospective study focuses on the implementation of Mother Tongue-Based Multilingual Education (MTBMLE) in Grade 1 classes in two public elementary schools in the Bonifacio Rizal Division in the schoolyear 2012-2013. It aims to document, describe and assess how the new program was implemented in its first year, focusing on local capacities and the forms of support towards the building of such capacities. This chapter presents the findings. It starts with a brief description of the division case study, focusing on the research participants in the different layers of practice (teachers, school principals, district supervisors, division supervisor) and levels of governance (school, district, division). The findings are subsequently presented and organized in two parts. The first part focuses on: the participants' perspectives on the challenges they experienced; the supports for learning they received and their assessments of the productivity of such supports; and their recommendations for improving the MTBMLE program. The second part expounds on the productivity of the supports for learning using an analytic construct drawn from literature.

The Division Case Study and Research Participants

The Bonifacio Rizal Division is one of the provincial divisions in the Philippines. It is administered and led by a division superintendent and two assistant superintendents. Their staff include the division supervisors, called Education Program Supervisors (EPS), usually numbering nine, and each commonly a subject specialist. The division

supervisors assist the Superintendent in implementing the division educational programs. They carry this out by visiting the districts, elementary and secondary schools in the division to provide "assistance to district supervisors, principals, and teachers in evaluating and improving their work" (DECS Manual, 2000, p. 27).

At the elementary level, there are two administrative units below the division. First is the district, composed of a cluster of schools; and the second is the school. Prior to the RA 9155 which was enacted in 2002, every district was headed by a public schools district supervisor (PSDS) who exercised both administrative and supervisory functions over their district. RA 9155 redefined the role of the PSDS, limiting it to consultancy and technical assistance to principals and teachers in the district. However, the law likewise included the catch-all provision of allowing the concerned authorities to assign to the district supervisors any such responsibility deemed necessary in the exigency of the service. For most superintendents, this served as their legal basis for the continuity of the administrative role of district supervisors. At the time of this study, this was the set-up in the Bonifacio Rizal Division. The PSDS, as the educational leader, organizer, and administrator of all elementary schools in his/her district" (DECS Manual, 2000, p. 27), reported and was accountable to the Superintendent.

The school is headed by a school head who is often a principal.[1] The principal is responsible for the instructional supervision and administrative management of a school. (RA 9155; DepED Order 42, series 2007). The organizational structure of the Bonifacio Rizal Division is presented in Table 3. Its organizational chart is illustrated in Figure 2.

[1] A small percentage of schools is still headed by teacher-in-charge or a head teacher due either to lack of items for principal or absence of eligible for said position.

Table 3

Organizational Structure of Bonifacio Rizal Division, School Year 2012-2013

Level of governance	Layer of practice
Bonifacio Rizal Division	Division Superintendent Assistant Superintendents (2) Education Program Supervisors (9)
District (20-25 category)	Public Schools District Supervisor (PSDS) (20-25)
School (500-800 schools category)	Principal or School Head (1 per school); Teachers (4,000-5000 for elementary; 2,000-3,000 for high school)

This study framed local capacity in terms of "teachers' capacity to teach in new ways" as well as the division's "capacity to support these changes" (Spillane & Thompson, 1997, p. 185). Accordingly, the research participants were Grade 1 teachers and those who were tasked to provide instructional support to these teachers in a division setting, namely the educational program supervisors (EPS); public schools district supervisors (PSDS); and the principals. In the Competency-Based Performance Assessment System for Teachers (CB-PAST, undated), these officials are referred to as instructional leaders: "school officials tasked to lead and assist teachers in improving teaching."

The Division Supervisor in-charge of MTBMLE in the Bonifacio Rizal Division, Dr. Eleno Fernandez,[2] is the Division Supervisor in English as well. He has been serving

[2]All the names of local adopters/adapters used in this study are pseudonyms.

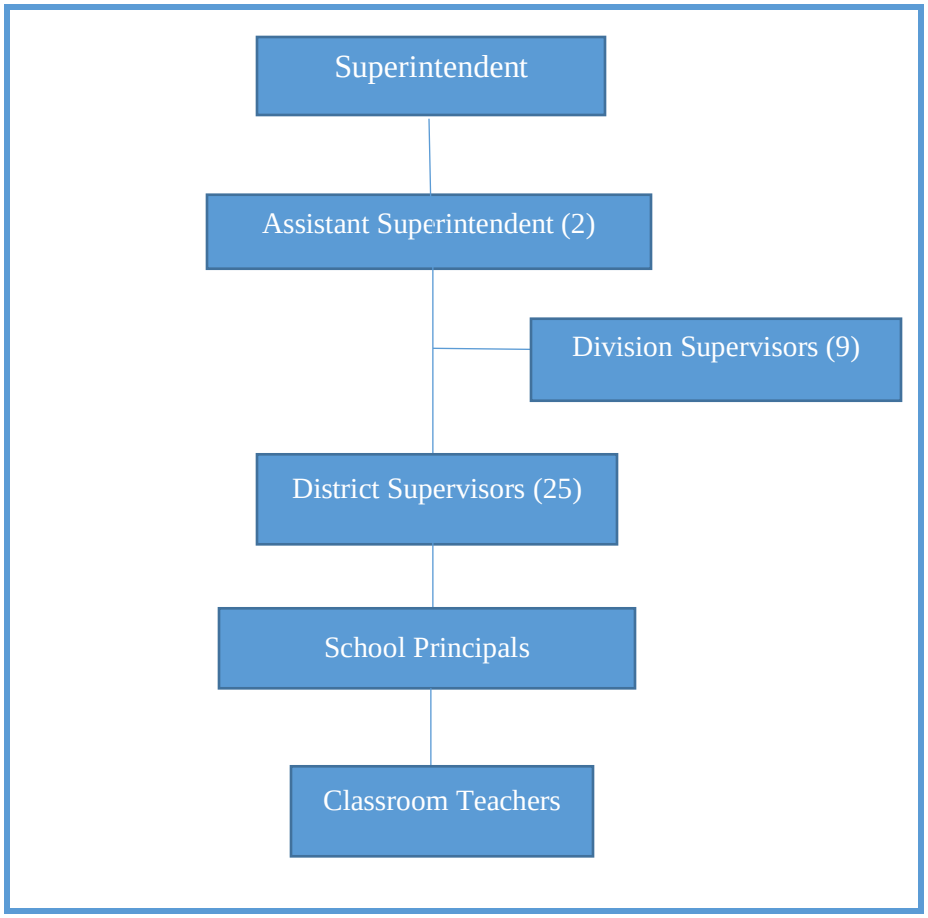


Figure 3. Organizational chart of the Bonifacio Rizal Division (elementary level).

as Division Supervisor for nearly two decades. Before that, he was an elementary grades teacher and principal.

The two districts participating in the study represent the two major languages of instruction (or mother tongues of instruction) in the division. Taginting district is identified as Pamarisan-speaking district, while Pilantik district represents the Bantog

mother tongue[3]. The District Supervisor of Taginting, Dr. Bruce Zamora had served the DepED for more than three decades at the time of the study, but only a few of these were in his current post. At the time of the study, Dr. Grace Loresca, the District Supervisor of Pilantik, has chalked up more than 20 years in service with five of those in her present position.

The two principals in this study occupy the rank of Principal II.[4] Dr. Aurora Dela Rosa, the school head of Kasarinlan Central School (to be referred to subsequently as Kasarinlan CS), has been a principal for three and a half years, mostly served in that school. Dr. Isabelo Miguel, the school head of Matagumpay Elementary School (to be referred to as Matagumpay ES) has served as principal for ten years. At the time of the interview, he has just marked his first year as principal of the Matagumpay ES.[5] Kasarinlan CS is located in the town proper and along the national highway. Matagumpay ES is located 4 kilometers from the town proper but its location is also heavily populated and, like Kasarinlan CS, is situated along the national highway.

There were seven Grade 1 teachers in Kasarinlan CS during the period under study. Two of them, Tita and Edina, occupy the second highest position in the teaching career track, that of Master Teacher I.[6] These two teachers have each served more than twenty-five years in teaching. Three of the teachers−Zenaida, Rose, and Bernadette−are in the middle-level T-III position. Their teaching experience ranges from eight to ten

---

[3] Except for Tagalog, Filipino and English, the names of the languages have been changed.
[4] The Principal position has four ranks, starting from P-I, with P-IV as the highest.
[5] Principals are reassigned every five years per DECS Order No. 7, s.1999.
[6] The teaching track starts with Teacher-I to Teacher-III, then Master Teacher I up to Master Teacher II. Mention of Master Teacher III and Master Teacher IV is made in the issuances on the Master Teacher position. However, these have remained unfunded, hence unfilled, since implementation.

years. The remaining two teachers, Jacquiline and Luisa, are in the entry-level position of T-1. They have been serving only two years. Except for Zenaida, all of them are from Kasarinlan town and grew up using Pamarisan, the local language in the community. Zenaida is a native and resident of a town that speaks Bantog, another language. She however claims she understands a bit of Pamarisan language, "*yung mababababaw*, at least" (at the simple, basic level, at least).

At the time of the study, Matagumpay ES had three Grade 1 teachers. They also occupy different ranks. The most senior, Estrella, is a Master Teacher I. She has been teaching for 22 years, all of which were in Grade 1 level. Charito is a Teacher-III and has 14 years of experience. Fe, the most junior of the three, is a Teacher-1 and has served only for five years. All of them are from the community and have grown up speaking Bantog, the local language in the community and the designated mother tongue for instruction in the school. Table 4 presents the participants of the study by layer of practice and by level of governance.

The Local Implementers' Perspectives

This section presents the perspectives of the local implementers on: the challenges they experienced; the supports for learning they received and their assessment of them; and their recommendations with respect to MTBMLE implementation.

Implementation Challenges and Problems of the Local Implementers

For clarity and coherence, the challenges and problems experienced by the local adopters/adapters are presented by layer of practice starting from the lowest level of governance (schools), then the district, and finally, the division.

Table 4

Participants by Level of Governance and by Layer of Practice

Level of governance	Layer of practice	
Division	Education Program Supervisor (EPS) in-charge of Mother Tongue-Based Multilingual Education – Dr. Eleno Fernandez	
District	Taginting District Supervisor Dr. Bruce Zamora	Pilantik District Supervisor Dr. Grace Loresca
School	Kasarinlan Central School Principal Dr. Aurora Dela Rosa	Matagumpay Elementary School Principal Dr. Isabelo Miguel
	Grade 1 Teachers – Tita - MT-I Edina - MT I Zenaida - T-III Rose - T-III Bernadette -T-III Jacqueline - T-I Luisa - T-I	Grade 1 Teachers – Estrella - MT-I Charito - T-III Fe - T-I

Teachers. The problems the teachers said they encountered were: the lack of teaching materials in teaching the mother tongue and materials written in the mother tongue; their difficulties with the mother tongue as medium of instruction and as a language they must teach; the confusion with the language policy; and the dissonance between the pupils' mother tongue and the official mother tongue designated for their school.

Lack of teaching materials. The first thing that all the teachers invariably mentioned as their problem during that first year of implementation was the lack of

teaching materials relating to the MTBMLE. They kept repeating this in both focus group discussions and individual interviews.

They narrated that when the school year started, they only had the K-12 Curriculum Guide as reference and basis for all the subjects they would be teaching under that new curriculum. Each was given a copy during the training that all Grade 1 teachers in the region went through a week before the start of the school year. The Curriculum Guide outlines the content to be covered in each subject by grade level, and specifies the content standards and performance standards that must be met and the learning competencies to be developed (See Appendix N for excerpts). The teachers found the Curriculum Guide difficult to use. Estrella, the most senior of the teachers in Matagumpay ES, explained

> *Mahirap intindihin ang Curriculum Guide.* Very broad. *Hindi namin alam kung saan kukuha sa mga nakalista at kung kelan namin ituturo ang mga nakalista. Hindi kasi naka-specify sa* Guide." (The Curriculum Guide is hard to understand. It is very broad. We do not know which ones from the list do we pick out to teach and when to teach them since these were not specified in the Guide.)

The teachers also said that the Curriculum Guide was written in English and they found this a source of difficulty as they struggled with translating their lesson objectives (which they must derive from the Curriculum Guide) to the mother tongue.

The teachers expected that since MTBMLE was a new program and that they had never previously done any formal teaching in the mother tongue, they would be provided with textbooks, references, modules or instructional materials they would be using for teaching. And that was, in fact, the assurance made to them by their trainers and the regional officials during their MTBMLE preparatory training: that Teacher's Guides and Learner's Materials would be delivered to their schools and they would be able to use

these in their teaching that school year. As it turned out, the Teacher's Guides and Learner's Materials for the first grading and second grading period (or first semester) arrived only during the third grading period (second semester). And even then, these were incomplete, as the teachers received only the teaching materials for Mother Tongue as a subject, Mathematics, Geography-Civics, Music-Arts-PE-Health. They never received materials for the subjects Filipino and English that school year. Furthermore, the Teacher's Guides and Learner's Materials for third and fourth grading periods were in soft copies (i.e., CDs) when these arrived and so the teachers and their principals had to scrounge for finances to reproduce the Teachers Guides at least. The hard copies of these materials arrived at the Kasarinlan CS in March of the school year while at the Matagumpay ES, these were delivered to teachers two weeks before the start of classes the following school year.

Without the promised Teacher's Guides and Learner's Materials at the opening of classes, the teachers found themselves groping for what to teach and how to teach. Rose disclosed, "*Hindi ko po alam kung saan ako mag-uumpisa*" (I did not know where to start). Another teacher described their experience at this time as "*nangangapa sa dilim*" (groping in the dark). Zenaida likened their plight to "*Para kaming pinapunta sa gyera na walang bala*" (being sent to war without bullets). This was most acutely felt by the teachers in the MTBMLE subject where the mother tongue is taught as a language course since that was the first time the teachers taught the subject and so they did not have any materials or previous experiences to draw from. The teachers also said they did not have any mother tongue orthography nor dictionary in the mother tongue either that could have guided them.

Difficulties with the mother tongue. All of the teachers admitted that teaching the mother tongue and teaching *in* the mother tongue posed a huge challenge for them. In Matagumpay ES where all the Grade 1 teachers grew up speaking the mother tongue designated by the DepED for the school, the teachers disclosed they still experienced inadequacies in vocabulary and difficulties with pronunciation and spelling. As one teacher admitted

> *Nauubusan ako ng salita. Nahihirapan kaming mag-Bantog! Hindi porke Bantog ka at Bantog ang salita mo, alam mo nang magturo ng Bantog.*(I found myself groping for words. It is so hard to teach in Bantog! It doesn't follow that when you are yourself a Bantog native and you speak the Bantog language, you would already know how to teach it.)

The teachers from Kasarinlan CS where Pamarisan has been the designated mother tongue to be used for instruction disclosed the same struggle. Luisa said

> *Yung language mismo, ang hirap! Nauubusan ako ng* words.*Pamarisan ako pero yung malalalim na words, mahirap sa akin. Di ko maintindihan*. (I am a Pamarisan speaker myself but I find the Pamarisan language difficult to use in teaching. I grope for words. And there are Pamarisan words I do not understand.)

If it was tough for those who grew up speaking the mother tongue, it was doubly challenging for Zenaida who was not a native speaker of Pamarisan, the mother tongue designated for her school there and so she had a hard time. "*Kaya ko yung simple pero yung malalalim na, di ko na alam*" (The more complex ideas I could no longer express in Pamarisan), she admitted.

This unfortunate situation coupled with the non-delivery of Teacher's Guides and Learner's Materials virtually left the teachers struggling throughout the school year as they attempted to develop their own teaching and learning materials in a language they admitted they were not competent in using for instructional purposes. Aside from the teaching of MTBMLE as language subject, they also particularly singled out their

difficulties with translating mathematics concepts into Pamarisan and Bantog. This language problem also extended to their writing of lesson plans and preparing pupils' assessments. The feeling of mother tongue inadequacy was felt so strongly that one teacher confessed even to occasionally experiencing phobia in going to school lest a Regional official would come to observe her class and find out her unsatisfactory performance in mother tongue teaching. She admitted,

> *May mga times nga na ayaw ko nang pumasok baka may dumating na mag-observe galing sa* Region(al Office). (There were times I did not want to report to school anymore for fear of a monitoring visit by a regional official.)

***Confusion over the policy*.** The teachers also made mention of their initial confusion with the language policy. Estrella described their incorrect assumption in this way:

> *Akala namin, magtra-translate lang kami sa mother tongue pag di nila maintindihan sa English. Yun pala, yun na ang gagamitin namin sa lahat ng* subjects*!* (We thought we'd simply be translating to mother tongue when the pupil is unable to understand English. It turned out mother tongue would be used in all subjects!)

The confusion apparently stemmed from a pronouncement in the regional MTBMLE training for all Grade 1 teachers that they could use the language of the majority of the pupils in teaching. And so, given that most of their pupils both in Matagumpay ES and Kasarinlan CS speak Tagalog,[7] the teachers thought they were to use Filipino as the medium of instruction in all subjects except the MTBMLE language subject where they taught the designated mother tongue. The teachers also said they got the impression during that regional MTBMLE training that mother tongue would be

[7] They alternately used Filipino and Tagalog, which to them are the same. Technically, the Tagalog they refer to is the emergent Filipino language, the national language whose base is Tagalog but draws from the regional languages and largely popularized by and through the mass media. It is no longer the pure Tagalog of the Southern part of the Luzon island.

taught as a language subject only. They were subsequently corrected late first quarter that the mother tongue would be both a language subject and the medium of instruction in *all* subjects except Filipino and English. This again aggravated their plight, needless to say. The teachers admitted, as they looked back to that first year of implementation, that what they ultimately managed to implement at best was the mother tongue as language subject, not as medium of instruction in the rest of the subjects.

Dissonance between the designated mother tongue and pupils' mother tongue. The two school sites were purposively sampled[8] from DepED database of mother-tongue distribution to represent Pamarisan mother tongue (Kasarinlan CS) and Bantog mother tongue (Matagumpay ES). These two schools were classified in the DepED database as implementing said mother tongue. However, interviews with teachers (and even all the instructional supervisors in all the levels of governance from schools to districts to division) yielded the information that in both schools, the mother tongue of the pupils was not the one listed in the DepED database. Instead, the pupils grew up in homes where their parents spoke to them in Tagalog and where Tagalog is commonly the child's first language. The teachers at Kasarinlan CS accounted for this use of Filipino in homes by explaining that the town was a migrant hub with almost a third of the children having at least one parent coming from a province the region.

Teachers in both schools also surmised that since their school is in an urban (that is, densely-populated) location, families have become integrated into the national mainstream and so the national language is the preferred language of parents with their children in their homes. Another reason that teachers mentioned was that parents

[8] The researcher relied on the nominations made by the Division EPS in charge of the MTBMLE.

believed that Tagalog would facilitate their children's transition to school language (which they anticipated to be bilingual that includes Tagalog). Teachers noted as well that the broadcast media (particularly television and radio) are common in households and so provide a pervasive and overarching influence given that Tagalog is the prevailing language in most of the popular shows and programs.

Given this predominantly Tagalog mother language profile of pupils, the use of Pamarisan or Bantog as medium of instruction and the teaching of the same as a language subject was tantamount to learning a new language, requiring translation of the designated mother tongue first into the language that is familiar to the pupils (which is Tagalog). The process of, and the need for, shuttling from the designated mother tongue to Filipino and then back to mother tongue was described by Edina thus:

> *Marami sa kanila ang hindi nakakaintindi ng Pamarisan kaya kailangan kong i-translate sa Tagalog yung lesson. Kaya two times kong itinuturo ang lessons. Nakakapagod!* (Most of them do not understand Pamarisan so I need to translate what I am teaching first to Tagalog and then re-teach in Pamarisan. In effect, I teach each lesson twice. So tiring!)

The pupils' difficulty with the designated mother tongue instruction also stemmed from the fact that their kindergarten year was in English and so the shift to mother tongue came as a shock to them when they reached Grade 1 ("*na-shock sila sa mother tongue").*

Principals. Of the challenges they faced that year, the principals singled out two: their lack of technical preparation for MTBMLE supervision and their difficulties in sourcing and reproducing teaching materials in view of the delayed and incomplete deliveries of Teachers Guides and Learners Materials by DepED.

Lack of technical preparation for MTBMLE supervision. The law that sets the parameters of governance in the public school system in basic education, Republic Act

9155, specifies that one of the major roles of principals in the public school system is as instructional supervisor. As such, they are the first line of instructional consultants offering technical assistance to teachers. Both principals in this study are deeply conscious of this responsibility and so expressed frustration over their inability to provide adequate technical assistance to their teachers on account of their lack of preparation for it. Unlike their teachers who went through a mass training a week before the MTBMLE implementation, they had to implement the program without any training on how to supervise the teacher implementers. So Dr. Miguel griped, "How could I help the teachers teach the subjects when I myself was not trained (for MTBMLE supervision)?"

The two principals were actually part of the Division Speakers Bureau that was tasked to conduct an information and advocacy campaign on the new K-12 curriculum of which MTBMLE is an integral part. But as Dr. Dela Rosa described what transpired in those campaign trips

> The prepackaged powerpoint presentation listed MTBMLE in the enumeration of programs in the new curriculum but we were not given other materials with further elaboration or comprehensive discussion on it.

They narrated that the issues that cropped up in the open forum sessions were more concerned with the Senior High School[9] program and not the use of mother tongue in instruction, and so there was no occasion, nor need, for clarificatory discussions on MTBMLE.

Both principals felt that they went into the first school year of MTBMLE implementation without much to stand on. "*Nangangapa kami*" (we were clueless), Dr. Dela Rosa described the initial schoolyear of implementation. The other principal, Dr.

[9] The K-12 Curriculum introduced two key changes: the use of Mother Tongue in the primary years of schooling, and the adding of two years to the high school level which is called the senior high school.

Miguel, also went so far as to admit that they were not well-informed on MTBMLE. He said he himself initially did not know that mother tongue would be taught as a separate subject.

Without the benefit of a training to prepare them for instructional supervision of the new program, the principals had to rely on their own initiatives: "*Ang nangyari, sariling sikap kami*" (It was up to us to know the mother tongue program), Dr. Dela Rosa recalled. She remedied the situation by organizing the school year's first School Learning Action Cell (SLAC), a monthly school-based professional development session among teaching staff in public schools, to revolve around MTBMLE. She designated the Grade 1 teachers who attended the regional MTBMLE teachers training to give an orientation on the program. That was how she got oriented on MTBMLE, she said.

***Difficulties with sourcing and reproducing teaching materials*.** The principals also contended with the delayed and incomplete deliveries of teaching and learning materials since it was to them that the teachers turned to for alternative resources. It was difficult to find materials written in mother tongue, they said. Dr. Dela Rosa managed to source a digital copy of the Teacher's Guide in Mother Tongue subject from a fellow principal from a neighboring division. She also found a Pamarisan orthography online which, she said, her teachers found most helpful in teaching MTBMLE as a language subject.

The reproduction (mainly photocopying) of the teaching materials they managed to find or collate was also the principals' concern. Dr. Dela Rosa and Dr. Miguel drew the funds needed for this from their school's Maintenance, Operating and Other Expenses

(MOOE). Based on enrollment and at P250[10] per student per month, the MOOE fund covers utilities, transportation, simple school repairs, and teaching supplies such as marking pen, paper, glue, and the like. The funds are downloaded to schools and liquidated by them on a monthly basis. The very tight MOOE budget was a challenge for the principals as they stretched it to insure that each teacher would have a copy of whatever MTBMLE materials their collective efforts successfully located.

District supervisors. The district supervisors echoed the principals in disclosing challenges involving their own lack of preparation for MTBMLE. Moreover, they confronted parents' and teachers' initial resistance to the program, as well as the concern with non-native speakers of the mother tongue among teachers.

Lack of MTBMLE preparation. Dr. Loresca, the district supervisor of Pilantik District under which Matagumpay ES is classified, zeroed in on the MTBMLE capacity building gap in their ranks thus:

> My problems*? Hindi kami naturuan. Ano ba talaga ang MTBMLE? Paano ang* assessment*? If only sana yung* interventions, *in*-include *kami*." (My problems? We have not been capacitated. What really is the MTBMLE? How shall assessment be conducted? If only they had included us in the capacity-building interventions)...

Dr. Loresca enumerated areas that proved difficult for her on that first year of MTBMLE: the content of MTBMLE (what should be taught in Grade 1); how to teach a mother tongue class; how to observe a MTBMLE class; assessing mother tongue instruction; and the absence of an orthography that could be used as reference in teaching the Bantog language.

Like the two principals, Dr. Loresca was part of the Division K-12 Task Force which went on information dissemination campaign in the division. Like them, she

[10] This amounts to $6 at the then-prevailing dollar-peso exchange rate of $1-P45.

narrated that the K-12 orientation did not include much discussion of MTBMLE. As she tried to reflect on why officials like them were no longer provided capacity-building for MTBMLE, she said,

> Probably *akala nila, pag na-capacitate ka na sa K-12, na-prepare ka nasa MTBMLE. Magkaiba yun. Yung K-12, the whole curriculum from kinder to senior high school so iba sa MTBMLE. Dapat na-explain kung ano ang MTBMLE sa K-12; ano ang kabuluhan nito; bakit ito inilagay sa curriculum*. (Probably they thought if you were capacitated on K-12, you would already be prepared for MTBMLE. But that does not follow. The K-12 refers to the whole curriculum from kinder to senior high school. So the MTBMLE is different. There should have been an explanation on what MTBMLE is, its relevance, the rationale for including it in the curriculum).

Resistance to MTBMLE. Resistance and opposition to mother tongue instruction from the parents and even teachers was also a challenge to the supervisors.[11] Dr. Zamora described parents as "reluctant, lukewarm, and full of complaints." Both district supervisors said that such reactions might be because of the reality that children these days already use Tagalog as this is the language parents taught them at home. The supervisors similarly mentioned this notion, common in the communities, that mother tongue is not a language for school use; and that if taught to the children, this might hinder their subsequent efforts at learning English.

Non-speakers of the designated mother tongue of instruction among teachers. Dr. Zamora encountered difficulties with non-speakers of the designated mother tongue of instruction among teachers in Grade 1. According to him, DepED did not issue a directive that specified only those who could speak the designated mother tongue for the

[11] This challenge was mentioned only among the supervisors. Perhaps it might be because compared with principals, supervisors have larger constituencies (beyond school), they get to interact with more diverse groups and individuals, some of whom more vocal with their views. Or, they might be perceived as policy shapers/influencers given their higher status vis-à-vis principals so they are likelier to be at the receiving end of such feedback.

school should be sent to the Grade 1 teachers' training. The official title of the training was Mass Training on K-12 Curriculum, and since they were not yet at that time oriented on it either, administrators did not know that the early years of K-12 would involve mother tongue instruction and that Grade 1 would actually involve teaching mother tongue and teaching in mother tongue. And so, administrators ended up sending a handful of teachers who were non-speakers of the mother tongue designated for their school. When these teachers returned from their training, administrators did not reassign them to other grade levels because initially, they and the teachers were of the understanding that mother tongue would be only a subject and not the medium of instruction in all subjects. Besides, these teachers were the ones who were trained and so, administrators hesitated to replace them with native speakers who did not go through the same preparation for mother tongue instruction. Subsequent developments, however, pointed to the errors in such decisions as the non-speakers struggled with MTBMLE teaching. Looking back, Dr. Zamora opined that this would have been avoided if only the Central Office specified mother tongue fluency as one requirement for Grade 1 teaching assignment on that first year of MTBMLE implementation.

Division supervisor. The division supervisor identified three challenges: the initial resistance to mother tongue instruction by the parents and teachers; dearth of local writers in mother tongue; and monitoring constraints.

Resistance to MTBMLE. Dr. Fernandez received negative reactions to mother tongue instruction from both parents and teachers. He described parents and teachers as having the belief that mother tongue would hinder children from learning English and the

subjects taught in English. He said he had to exert all his persuasive powers to explain the program and its benefits to the students to mobilize acceptance and support from them.

***Very small pool of local writers in mother tongue*.** The delay in the delivery of Teacher's Guides and Learner's Materials occasioned the need for development and production of instructional materials by teachers themselves. Dr. Fernandez said this was one of his challenges since, as he subsequently found out when he tried mobilizing resources for such purpose, there is a very small pool of writers in mother tongue in the division. Even native speakers of mother tongue among the teachers found it difficult to write in it, he said.

***Monitoring constraints*.** Charged with one of the largest divisions in the entire country, Dr. Fernandez mentioned facing monitoring problems and admitted frustrations over his failure to do intensive supervision of schools, a support function that he acknowledged as vital in the first year of implementation. A vehicle for supervisory purposes would have facilitated mobility to all the schools in the division, he said. Without such resource, he said he could not keep a regular schedule of visitations given the huge number of schools in the division. He recalled he managed to visit only two to three schools per district, often ending up visiting only those "*na madaanan lang, yun ang nadra-drop-by*" (that were along the route of whatever trip he took) during that first year. At best, all he could do was just peep in the Grade 1 classrooms, and ask a few questions to teachers and pupils. From his accounts, his questions to teachers included how were they preparing their lesson plans and implementing mother tongue instruction; what were the problems they encountered; and what were the parents' reactions to MTBMLE. He said the teachers had frequent questions for him about where they would

source funds for the reproduction of the Teacher's Guides and Learner's Materials. His advice was for them to get it from their school MOOE or from their School-Based Management (SBM) grant[12]. To pupils, he would usually ask questions in the mother tongue to test whether they were learning it. The challenges experienced by the participants in the various layers of practice and layers of governance are presented in Table 5.

Supports for Learning and Their Productivity

Supports for learning to the local implementers were conceptualized in this study as capital, meaning, they are resources that facilitate productive activities so reforms can be realized. These supports for learning were classified into three categories: social resources, financial resources, and cultural resources. Additionally, the supports for learning were assessed for their productivity, which was measured in terms of the congruence or alignment between the teachers' and instructional leaders[13]'perceived needs and MTBMLE resources that were made available to them.

This section presents the findings on these supports for learning and their productivity from the participants' perspective. A description of every resource that was made available to each layer of practice and participants' assessment of its productivity is presented.

Social resources. Social resources refer to the external links and internal relations that served as sources of learning (Spillane & Thompson, 1997) for the research participants. Four social resources were studied: learning events; external linkages;

[12] The School Based Management (SBM) grant that year was given to certain schools whose drop-out rates were deemed alarming by the Central Office.
[13] These are the principals, district supervisors and division supervisor.

Table 5

Participants' Challenges by Level of Governance and Layer of Practice

Level of Governance	Layer of Practice	Challenges
Schools	Teachers	1. Lack of teaching materials 2. Difficulties with the mother tongue as a medium of instruction and a subject to be taught 3. Confusion over the language policy 4. Central Office-mandated mother tongue of instruction not the first language of students
	Principals	1.Lack of technical preparation for MTBMLE supervision 2. Difficulties with sourcing and reproducing teaching materials
District	District Supervisors	1. Lack of MTBMLE preparation 2. Opposition to MTBMLE 3. Non-speakers of mother tongue among teachers
Division	Division Supervisor	1. Opposition to MTBMLE 2. Very small pool of local writers in mother tongue 3. Monitoring constraints

internal norms and relations of collegiality in school; and new organizational routines, such as mentoring and scaffolding.

Learning events. These included trainings, conferences, seminars and other related activities relating to mother tongue instruction that the participants attended before and during the first year of MTBMLE implementation.

Teachers' learning events. For the teachers, their major source of learning about MTBMLE was the 5-day regional training called Mass Training for Grade One Teachers

(Public and Private) and Supervisors on K-12 Grade 1 Curriculum. The mass training was aimed at preparing Grade 1 teachers for the start of the implementation of the MTBMLE in school year 2012-2013. It was basically an echo of what the Central Office designed and implemented in a national level training in which the participants were expected to train division personnel under the supervision and administration of the DepED Regional Office. The regional K-12 trainers were composed of Grade 1 teachers from the various divisions; teachers, and supervisors who comprise the pool of MTBMLE scholars; and a number of division supervisors who were in-charge of MTBMLE. The training was done by cluster, with four clusters in all for the whole region. The smallest cluster numbered 750, and the largest, more or less 1,500. The participants in this study belonged to the largest cluster and their training was held a week before the start of classes. All the research participants, throughout the interview sessions with them, individually or in the focus group, referred to this learning event as mass training.

Documents on the mass training showed there were plenary sessions in the morning of the first day which covered a session[14]each on an overview of the K-12 curriculum and the rationale for mother tongue programs; and theories of learning. The afternoon saw them breaking out into two groups depending on their mother tongue of instruction since the region has two designated MTBMLE languages, namely Pamarisan and Bantog. The teachers were marched through their mother tongue's orthography material which covered alphabet, grammar rules and commonly used terminologies in daily life situations. The trainers for this portion (an entire afternoon was devoted to it)

[14] A session commonly took 2 hours.

were part of the team of authors of the orthography materials themselves and thus were recognized as experts in the mother tongue they wrote in. According to one of the trainers, the process of going over the orthography materials involved showing the contents through slides in a powerpoint presentation. This was because there were no printed copies available for distribution to teachers at the time of the training. (The teacher participants were told that the copies of the orthography, like the Teacher's Guides and Learner's Materials, would be delivered to their schools by first quarter of the school year at the latest. As it turned out, copies of the orthography materials reached the teachers only in the last quarter of the school year).

The subsequent four days saw the teachers further dividing into subject groupings. Topics included the Curriculum Guide, instructional materials development and lesson planning. The resource persons held demonstration teaching and for the culminating activity, selected participants had what is referred to as "return-demo"–a session where participants show what they had learned by designing and executing a lesson.

There were only a few learning activities after the mass training, all organized either by the district or the school. The teachers at Kasarinlan CS said both the district and the school organized formal learning events for them through the district or school Learning Action Cell (LAC), an existing regular professional development activity at these levels, where teachers and administrators meet for half day, every last Friday of the month, whenever the need arose. The teacher participants recalled two of these sessions in school focused on subjects using the mother tongue as medium of instruction. The first involved them giving a brief orientation on the MTBMLE, per the request of their principal. The second revolved around the concerns and issues about their MTBMLE

teaching. They also said there was a district LAC and a school LAC (one session) on assessment in the K-12 curriculum, the curriculum in which MTBMLE is an integral part.

The teacher participants at Matagumpay ES went through three half-day workshops in their learning action cells which concerned MTBMLE, all organized by the district. The first of these involved translating poems, songs, rhymes into mother tongue. Done in the first quarter of the school year, the workshop was an attempt to address the crisis of delayed Central Office-produced Teacher's Guides and Learner's Materials. The District Supervisor gathered all Grade 1 teachers instructing them to bring along poems, rhymes, songs they used in teaching. They then translated these to the mother tongue in a district workshop, and the outputs were collated into a manual entitled Collection of Songs, Poems, and Rhymes in Bantog. This was distributed to the teachers in the district for use in their classes. The second learning event was a seminar-workshop on the new modes of assessment in the K-12 curriculum of which MTBMLE is a part. The third was on computation of grades using an Excel application.

Teachers' assessment of their learning events. All the teachers viewed the mass training as helpful and agreed they needed these for their teaching. All of them also found the subsequently-held learning sessions in their school and district very helpful. The teachers of Matagumpay ES particularly felt very happy over how the collated rhymes, songs, poems in mother tongue helped them a lot in their teaching. They similarly appreciated the training on Excel which facilitated their computation of their pupils' grades. The teachers' learning events can then be described, to a certain degree, as aligned with what the local adapters felt they needed (i.e., these were productive).

However, even as the teachers acknowledged their importance, the teachers also assessed them as inadequate. For instance, Fe's sentiments on the mass training typified their views about it

> *Kulang yung training namin! Mass training kasi, apurahan pa. May natutunan naman kami kaya lang ang dami-dami namin at ang init-init! Yung focus namin, hindi nakasentro tuloy sa speaker kaya kokonti ang natutunan namin.* (Our training was inadequate! It was a mass training and hastily organized at that! We did learn to some degree but it was so difficult to focus on what the trainers were saying because we were overcrowded in that oven-hot venue, and so we ended up not really learning much.)

The proximity of the mass training to the start of classes was also lamented by the teachers. They said they needed time for class preparation especially as mother tongue instruction was new to them. However, they were not afforded with that for the first year of implementation since the training was held a week before classes started.

The teachers also said they needed the complete set of Teacher's Guides and Learner's Materials to be integrated the mass training. As it happened, the teachers received only a sample Teacher's Guide and Learner's Materials for one lesson covering one competency in every subject (and in which a demonstration teaching was done). Luisa pointed out

> *Dapat ready na sana yung Teacher's Guides na gagamitin sa buong school year noong mass training mismo para doon na kami na-train. Yun ang hinahanap namin.* (The Teacher's Guides to be used for the whole school year should have been ready by the time we had the mass training so that our training would have consisted in being trained on how to use them in our classes.)

The teachers spoke as well of how inadequate their learning events as a whole had been in view of the fact that these were few and irregularly held. As one of them, Bernadette, articulated, "*Sana continuous ang training para matuto pa kami, ma-update*

kami at ma-air ang aming concerns" (I wish our trainings were continuous throughout the school year so we would learn more, be updated and we could air our concerns).

The teachers also said they needed to be capacitated in the mother tongue itself, as well as strategies in teaching *the* mother tongue and *in the* mother tongue. They specifically mentioned that they need to see such strategies actually demonstrated before them in a demonstration teaching mode of training workshop "*para mas matuto kami*" (so we would learn more effectively). A summary of all these learning events for the teachers in Kasarinlan CS and Matagumpay ES and their assessment of productivity of these is presented in Table 6.

Principals' learning events. When asked about MTBMLE trainings and related activities, Dr. Miguel mentioned four, while Dr. Dela Rosa cited three. Two of these were common to them and these happened to be organized by the Division. The first of these was the Division K-12 Information and Advocacy Campaign which took place in the first quarter of the first year of MTBMLE implementation. It was aimed at generating support for the new curriculum among internal and external stakeholders. MTBMLE was an integral component of the new K-12 curriculum. The two principals were tapped to be part of the Speakers' Bureau in this campaign. The other learning event was the division training on K-12 assessment which is the mode of assessment which MTBMLE must comply.

Aside from these two, Dr. Miguel recalled going through a learning event related to mother tongue instruction before MTBMLE implementation. This was the Regional Conference on Lingua Franca in 2010. The conference was participated in by pilot schools of the Lingua Franca program in the region with pilot teachers doing demo-

Table 6

Teachers' Learning Events and their Perceived Productivity

Organizer	Learning event	Productivity
Regional Office	Mass training for Grade 1 Teachers	Helpful but inadequate
Division Office	None	
District	Pilantik district	
	1.Writing workshop to translate poems, rhymes, songs into mother tongue	Helpful but inadequate
	2. Seminar on K-12 assessment	Helpful but inadequate
	3. Training-workshop on use of Excel in grade computation	Helpful but inadequate
	Taginting district	
	1. Seminar on K-12 assessment	Helpful but inadequate
School	Kasarinlan CS	
	1. SLAC on MTBMLE (two meetings)	Helpful but inadequate
	2. SLAC on K-12 assessment (one meeting)	Helpful but inadequate

teaching. It also included an exhibit of their teaching materials, mostly big books. He remembered seeing an orthography among the exhibits. A year before the full implementation of the MTBMLE, he also participated in a half-day consultation on the Bantog orthography sponsored by the Komisyon ng Wikang Filipino which, at that time, was finalizing it for publication.

For her part, Dr. Dela Rosa organized a SLAC session at the start of the schoolyear in which her Grade 1 teaching staff who went through the MTBMLE mass training gave an orientation on the MTBMLE to the rest of the teachers in Kasarinlan CS. She said this served as her orientation on MTBMLE.

Principals' assessment of their learning events. Dr. Miguel viewed his participation in Regional DepED Conference on Lingua Franca and the consultation on the Bantog orthography sponsored by the Komisyon ng Wikang Filipino (Commission on the Filipino Language) or KWF as instructive. The Lingua Franca conference focused on Sinta language (one of the local languages in the province) as a language of instruction so he said this gave him an initial understanding of mother tongue instruction. The KWF consultation, on the other hand, exposed him to his Bantog mother tongue as a language with its own vocabulary and grammar rules.

As for the Division advocacy campaigns on the K-12 curriculum in which the two principals served in the Speakers Bureau, the assessment by the two was less favorable. The pre-packaged powerpoint presentation developed by the Central Office included MTBMLE in the enumeration of programs under the new curriculum. Dr. Dela Rosa averred that the orientation package did not contain much elaboration on it as a program. Looking back, she said further elaboration on it could have been done during open forum sessions, but this did not happen as it was the Senior High School program (which adds two more years to the 4-year high school cycle) that generated so many questions. And so, Dr. Dela Rosa felt she did not gain any substantial orientation on MTBMLE from that stint. She said her orientation on MTBMLE actually came from her Grade 1 teaching staff who went through the mass training in San Martin. She specifically decided for the

first School Learning Action Cell session to focus on MTBMLE so that the whole teaching staff would be oriented, but she admitted it was as much for her, too.

Dr. Miguel also echoed Dr. Dela Rosa's recollection that there was no discussion at length on MBMLE in the K-12 advocacy campaigns that they took part in. The information gap on MTBMLE even among the speakers bureau might be indicated by Dr. Miguel's admission that his level of information was such that he did not even know at the start of the schoolyear that mother tongue would be taught as a separate subject. Dr. Miguel admitted need for an in-depth knowledge on MTBMLE and he believed more trainings could accordingly have capacitated him.

On the division training on K-12 assessment, Dr. Dela Rosa disclosed a continuing confusion even after going through it

> Until now, (the assessment mode) is still a big question mark to me. In theory, *naiintindihan ko pero* (I understand it but) in practice, *napakagulo* (it is so confusing). *Kelan* knowledge, product, process, performance *yung mga tanong? Di namin alam*. (When are the questions classified as knowledge, product, process or performance?[15] We do not know.)

In summary, the K-12 information and advocacy campaign in which both principals served as part of the Speakers Bureau could be assessed as unproductive in that the principals said it did not offer them adequate information on MTBMLE. To Dr. Dela Rosa, the SLAC session with her Grade 1 teachers giving orientation to her and her teaching staff was the productive one in this regard as she found it more instructive on MTBMLE. The division seminar on K-12 assessment was unproductive to Dr. Dela Rosa. On the part of Dr. Miguel, his participation in the Sinta lingua franca conference and consultation on Bantog orthography was productive in that he found them helpful in

[15] The K-12 assessment categorizes assessment levels into four: knowledge, process, understanding, and performance. The four are to be viewed as hierarchically ordered from the lowest to the highest in terms of thinking skills.

understanding the mother tongue as a language with its vocabulary and grammar rules. Table 7 summarizes the principals' learning events and the principals' assessment of their productivity.

Table 7

Principals' Learning Events and their Perceived Productivity

Organizer	Learning event	Productivity
A. DepED		
Regional Office	Lingua Franca Conference (Dr. Miguel)	Productive
Division Office	1. K-12 Information and Advocacy Campaign	Unproductive
	2. Seminar on K-12 Assessment	Unproductive
District	None	
School	School Learning Action Cell session (Dr. Dela Rosa)	Productive
B. Non-DepED		
Komisyon ng Wikang Filipino (Commission on Filipino Language)	Consultations on Bantog Orthography (Dr. Miguel)	Productive

District supervisors' learning events. Dr. Zamora attended the First International Conference on MTBMLE co-organized by two universities. This was held in a university in a nearby region in January 2011, a few months before the piloting of DepED's MTBMLE program. As could be gleaned from the Conference abstracts, the papers presented included theoretical underpinnings and research policies and findings on the benefits of mother tongue instruction, aside from the theoretical bases for this

linguistic preference in teaching. As well, learning materials and assessment tools in mother tongue instruction formed part of the conference.

Additionally, Dr. Zamora mentioned the two learning events during the first year of MTBMLE implementation which the two principals also attended: the Division Information and Advocacy Campaign on K-12, and a division seminar on K-12 assessment. He recalled also three instances in the Division Field Staff Conferences when MTBMLE formed part of the agenda. As for Dr. Loresca's training on MTBMLE, she said this was limited to the K-12 orientation during the division's K-12 advocacy campaign. Like the two principals Dr.Dela Rosa and Dr. Miguel, she was part of the Speakers' Bureau of the Division K-12 information and advocacy campaign.

District supervisors' assessment of their learning events. Dr. Zamora found the International Conference on MTBMLE an eye-opener. He said he was initially lukewarm to MTBMLE but the conference shed light on its advantages and effectiveness so he felt it prepared him to implement the program.

Dr. Loresca, the other district supervisor, attended the division orientation on K-12. But she noted that the K-12 orientation package paid only a token mention of the mother tongue program. It was the Senior High School program of K-12 that drew the attention of the orientation participants. On account of this substantial supervisory learning gap on the MTBMLE program, Dr. Loresca did not feel adequately capacitated by the division for MTBMLE supervision. The learning events participated in by the district supervisors and their assessment of these are presented in Table 8.

Table 8

District Supervisors' Learning Events and their Perceived Productivity

Organizer	Learning Event	Participants' assessment
A. DepED		
Division	1. K-12 Information and Advocacy Campaign (Dr. Loresca)	Unproductive
	2. Seminar on K-12 Assessment (Dr. Zamora)	Productive
	3. Division Field Staff Conference (Dr. Zamora)	Productive
B. Non-DepED		
Higher Education Institution (HEI)	International Conference on MTBMLE (Dr. Zamora)	Productive

Division supervisor's learning events. Dr. Fernandez recalled participating in a 3-day DepED Regional Conference on Lingua Franca, the precursor to MTBMLE, in 2010. He brought Dr. Miguel, as representative of principals, with him. There, the DepED pilot schools of Lingua Franca program in the region shared their experiences and instructional materials. There was also a writing workshop on materials development. In January 2011, he participated in the International Conference on MTBMLE. Additionally, Dr. Fernandez was part of the region-level planning conference that selected the schools and teachers for the piloting of the MTBMLE program in June 2011. He said he subsequently joined the first day of the official training for these teachers and their principals.

Dr. Fernandez mentioned three learning events in the course of the first year of MTBMLE's full implementation that he participated in. First was the Komisyon ng Wikang Filipino's (Commission on the Filipino Language) consultation on Bantog orthography which was co-sponsored by the local government. The second was a regional conference of supervisors at the division and regional levels that focused on trouble-shooting problems in the implementation of MTBMLE. The third learning event he attended was the regional training on K-12 assessment which oriented him on the new ways of evaluating student performance under the new curriculum.

Division supervisor's assessment of his learning events. Dr. Fernandez had not undergone any DepED training as preparation for his supervision of the implementation of the MTBMLE program in the division. But like Dr. Zamora, one of the district supervisors in this study, he sought ways to gain knowledge about it on his own. Dr. Fernandez also went to the International Conference on MTBMLE that Dr. Zamora attended in January 2011. He said he saw the urgency in learning about mother tongue instruction since DepED would be piloting the MTBMLE in June that year yet "we still did not know how to do it." He said the conference gave him an understanding of what and how others have done mother tongue instruction.

The Komisyon ng Wikang Filipino's (Commission on the Filipino Language) consultation on Bantog orthography helped him in understanding Bantog as a language for instruction. The regional conference of supervisors at the division and regional levels that focused on trouble-shooting problems in the implementation of MTBMLE was also welcomed by Dr. Fernandez. He recalled that teachers at that time were confused on the medium of instruction policy as they claimed the regional supervisor declared in the mass

training that they could use the language most of their pupils were using and so the teachers continued using Filipino. The regional conference clarified the policy and the division supervisors were instructed to observe the status quo during the first semester but that teachers must already be implementing mother tongue in all subjects by second semester. Lastly, he found the regional training on K-12 assessment helpful in his work as it oriented him on the new ways of evaluating student performance under the new curriculum.

In all, Dr. Fernandez described these conferences, trainings and seminars as important in the effective implementation of MTBMLE and were helpful to him in his supervision. Based on the criterion for productivity, then, these can be assessed as productive. A summary of his learning events and his assessment of their productivity is presented in Table 9.

External linkages. These consisted of relations outside the schools that served as sources of information on mother tongue instruction.

Teachers' external linkages. The teachers said they turned to their spouses and elderly neighbors for translation of words into mother tongue and identifying the meanings of mother tongue words. The teachers also mentioned texting their fellow teachers from other districts on what and how to teach the mother tongue language subject.

Teachers' assessment of their external linkages. In all, the teachers' external linkages were productive to their teaching. The teachers were very appreciative of the expertise of their spouses and elderly neighbors in mother tongue translations, particularly those words and concepts that are "*malalim*" (uncommon). They considered

Table 9

Division Supervisor's Learning Events and their Perceived Productivity

Organizer	Learning event	Productivity
A. DepED		
Region	1. Conference on Lingua Franca 2. Planning Conference on Piloting MTBMLE 3. Training of MTBMLE Pilot Schools 4. Conference on MTBMLE Concerns 5. Training on K-12 Assessment	All productive
B. Non-DepED		
Higher Education Institution (HEI)	International Conference on MTBMLE	Productive
Komisyon ng Wikang Filipino (Commission on National Language)	Consultations on Bantog Orthography	Productive

them a big help particularly as they admitted to having a limited vocabulary. The texting they did with their colleagues from other districts was similarly considered favorably as these provided them with very much-needed information for their own use in their classes.

Principals' external linkages. Only one of the principals, Dr. Dela Rosa, talked about external linkages. In the first quarter of the schoolyear when mother tongue materials promised by the Central Office were not yet delivered, and so teachers were

frantically looking for teaching resources, she managed to source a digital copy of Teachers' Guide in MTBMLE subject from a fellow principal from another division. She also found a Pamarisan orthography on the internet and gave this to her teachers.

Principals' assessment of their external linkages. Dr. Dela Rosa disclosed how relieved she felt when she got hold of both teaching materials since she keenly shared her teaching staff's difficulties. Her external sourcing can then be said to be productive in that it addressed a need she felt as an instructional supervisor, that is, as provider of teaching materials to her teachers.

District and division supervisors' external linkages. There was no mention from the district and division supervisors as to external linkages that served as source of information or source of MTBMLE learning.

***Internal norms and relations of collegiality*.** Malen and Rice (2004) conceptualize these as opportunities for collegial exchange and for developing collegial groups.

Teachers' internal norms and relations of collegiality. The teachers said the challenges of teaching the mother tongue and in the mother tongue drew them toward one another.

The teachers of Matagumpay ES worked together on their translations, instructional materials, and bulletin boards. They worked so closely that they described their relations as,"*hindi maka-move ang isa kung di sama-sama"* (one couldn't move without the group). Estrella, who had the highest rank among them (Master Teacher I), took the lead in all these. The two other Grade 1 teachers referred to her as their mentor.

She wrote the lesson plans, and conceptualized the topic for their talking boards[16] that they subsequently executed individually. Then they regularly compared notes on how they were implementing these in their teaching and on their talking boards or bulletin boards. They kept track of what and how each was teaching at a given time. They shared their instructional materials with one another. They divided the preparation of assessments among themselves so they could cover all subjects. The teachers' daily class program had an allotment of two hours for instructional materials preparation towards the end of the day. This was when the three Grade 1 teachers held these collaborative sessions. It usually was also the time for the pupils to clean their room under the teachers' supervision but the teachers waited for their colleagues to finish their supervisory task in their classroom and then sat together to talk about their difficulties that day and plan their next day's lesson. They said even recess and lunch time found them seeking and consulting one another. In the focus group discussion session with them, they narrated that, "*Maski nga recess at lunch, yun pa rin pinag-uusapan namin*!" (That was all we talked about! In fact, our discussions even during recess and lunchtime were about our lessons)!

The teachers of Kasarinlan CS similarly turned to one another. Asked from whom they got support, Bernadette said, "Effort *na naming (Grade 1 teachers)*" (We Grade 1 teachers relied on our own efforts). Tita put it this way

> *Kami-kami na po; tanungan, brainstorming. Nagtatanungan: o, saan ka na?* (We relied among ourselves, Grade 1 teachers; we brainstormed, kept tabs of what each was teaching, asking one another: hey, where are you now in your lessons?)

[16] Talking board is a bulletin board with illustrations of people communicating and their messages are placed in thought bubbles (like in comics).

Like their counterparts in Matagumpay, they used their recess and the two hour materials preparation period after class dismissal for discussions among themselves. They usually met two-to-three times a week. They said these sessions revolved around what they were teaching and how they were teaching such; what is the translation of certain words; and what to put on their bulletin boards. They also shared lesson plans and teaching materials, allowing the others to copy or borrow theirs. Rose described these relations thus

> *Nagtutulungan kami. Nagkokopyahan kami ng lesson plans; nagpapahiraman ng visual aids; nagtatanungan at nagkukumustahan tungkol sa aming mga lessons at pagtuturo. Two or three times a week, mga around 2:30pm, nag-uusap kami; dala-dala namin ang mga lesson plan namin, at nagtatanungan: "Saan ka na? anong topic mo na? Paano mo ito itinuturo? Sige nga, gayahin ko rin." Kanya-kanya kaming gumagawa ng lesson plans at materials pero nag-uusap kami kung ano ang ginagawa ng bawat isa sa kanyang klase*. (We helped one another. We copied each other's lesson plans; shared visual aids; consulted one another. Two or three times a week, starting around 2:30pm, we came together, each with her lesson plan. We asked one another, "Where are you now in your class? What is your topic? Okay, I'd try that in my class." We each prepared our own teaching materials and lesson plans but we kept track of and asked one another what and how each was doing).

The activities they commonly did together included translating words to mother tongue, planning the bulletin boards, and producing charts for their classes. The proximity of their classrooms to one another also proved facilitative as Rose also mentioned that the biggest help she had was the teacher whose room was adjacent to hers.

Teachers' assessment of their internal norms and relations of collegiality. All the teachers said that their fellow Grade 1 teachers were their most important source of help. Looking back, they reflected that they managed to survive the first schoolyear of MTBMLE implementation mainly due to the reliable and dependable help they drew from one another. This was, to them, then, a productive factor in their teaching.

However, during the group discussion and in the interview with each, they expressed a sentiment that they would have benefitted more from expert guidance from higher levels. Jacquiline's outlook captured the prevailing opinion on this

> *Kulang pa (yung s*upport). *Pare-parehas kaming first timers kasi. Sana, mas may nakakaalam na mas mataas–for example,* supervisors *para maintindihan namin at mas maganda pa ang pagtuturo.* (The support from my fellow Grade 1 teachers was still inadequate because we were all first timers. I wish there was support coming from those above us–such as supervisors–so that we would understand better and we could have taught more effectively.)

Principals, district supervisors and division supervisor's internal norms and relations of collegiality. None of these three instructional supervisors narrated any story of collegial exchange or collaboration on MTBMLE concerns.

New organizational routines of mentoring and scaffolding. Brown and Campione (1990, as cited in Spillane & Thompson, 1997) identify the need for continuous and significant interactions about the reform ideas with those more knowledgeable and more experienced on the reform. Cobb and Jackson (2012) suggest the same thing in their mention of scaffolding. They argue that tools and instruments for reform must not be merely handed over but that there should be co-participation with more accomplished others in their implementation.

Teachers' experiences of mentoring and scaffolding and their assessment. What emerged from the stories of teachers in both schools was that when having problems with their teaching, they invariably turned not to their principal, who is their immediate instructional leader (per organizational structure), but to their fellow teachers. There was no story of their principal or any of their supervisors mentoring them or modeling mother

tongue instruction to them. They expected the mass training would be followed by technical assistance from or at least monitoring by their supervisors, yet this was not so, as Estrella disclosed

> *Pagkatapos ng mass training sa San Martin, wala na. Di man lang kami finollow-up.* Supposed to be, *tinanong kami naman sana* for feedback, *kinumusta*. (After the mass training in San Martin, nothing took place anymore. We were not at all followed up. Weren't they supposed to get feedback from us; check on us as to how we were doing?)

Lacking supervisory assistance, the teachers fell back on themselves. Emma enumerated how they coped

> *Nire-recall na lang namin yung mass training. Nagtatanong-tanong sa co-teachers namin at patext-text sa mga friends sa ibang district kung ano ang updates at paano nila itinuturo ang mother tongue*. (We just resorted to recalling what we could of the mass training. We consulted our co-teachers; texted friends from other districts for updates and how they were teaching the mother tongue.)

Principals' experiences of mentoring and scaffolding and their assessment. Both principals said they hardly felt technical assistance on MTBMLE supervision from their immediate supervisors, namely the district supervisor and division supervisor. Dr. Miguel, for instance, was designated by his district supervisor as the Principal-in-charge of MTBMLE for the whole district. Since there was no training that would have prepared him for the job, he said "*natuto na lang ako sa mga ipinapagawa sa akin* (I just learned while doing my tasks). He disclosed as well that, "often I was on my own" in carrying out his MTBMLE duties in the district and in the school. Dr. Miguel acknowledged, however, that his district supervisor initiated the budgeting of objectives which the teachers found helpful. And he said he was able to discuss with the division supervisor in-charge of MTBMLE his observations on MTBMLE implementation although such discussions were more informal in nature. He also received advice from the division

supervisor on attitude problems of teachers, their tardiness, their late submission of reports, their incorrect reports. He said the district and division supervisors did not usually make regular visits but they visited the school at least three times that schoolyear. However, they merely peeked into the classrooms, and did not observe classes at length. They checked the Talking Boards and gave feedback to teachers on these. The district supervisor also usually called their attention to the language use, "*O, mali yang Bantog nyo"* (Your Bantog is incorrect).

Like Dr. Miguel, Dr. Dela Rosa found herself relying on her own as no technical assistance came. She narrated, "*Nangangapa kami. Ang nangyari, sariling sikap kami.* (We were clueless. We ended up relying on ourselves). It was up to us to know the mother tongue (program), find materials." On their supervisors, she said,

> We were waiting for them actually. But when they came, all they did was check whether we already received the Teachers Guide and Learners Materials and when we answered in the negative, they would simply tell us to wait. By second semester, *wala man lang mag-take* (not even one took) the pulse, tell us the real McCoy. They were just relying on our reports. I wished they would come and observe classes. I actually invited them to come and observe classes. None of them has done so.

What she needed as a principal, according to Dr. Dela Rosa, is "intensive technical supervisory support." That way, she would "realize what should be done and how to be effective as instructional supervisor."

District supervisors' experiences of mentoring and scaffolding and their assessment. Dr. Zamora felt supervisory support from the monthly division field staff conferences attended by principals, district and division supervisors, and presided by the superintendent and/or her assistant superintendents each time reminders on MTBMLE were made. Usually, this consisted in checking on whether schools were implementing

the mandated mother tongue. And apparently, this was the case again whenever the division supervisor visited his district as Dr. Zamora recounted that the question he invariably asked was "*Ano, ginagamit nyo ba ang Pamarisan*?" (Is it Pamarisan you are using for teaching?). Dr. Zamora appreciated such support he felt he received from his superiors.

The other district supervisor, Dr. Loresca, said she did not receive any supervisory support from the division nor region. She went on to express her sentiments

> *Wala eh*. (There was no support at all). They also didn't ask us for feedback. If only they asked us what was happening, how far have we gone, what do we still need! *Sana* (I wish), they would conduct training themselves *para may maitulong sa amin* (so they would be of assistance to us.)

Division supervisor's experiences of mentoring and scaffolding and his assessment. When asked what supervisory support he received, Dr. Fernandez recalled only one instance. He said he received advice on where to get funds for the reproduction of the digital copies of Teacher's Guides and Learner's Materials from the regional supervisor. Dr. Fernandez welcomed the advice as it provided him with guidance in addressing the funding concerns of the teachers and principals with respect to the reproduction of the digital copies of Teacher's Guides and Learner's Materials.

Financial resources. In this study, financial resources referred to the funding allocated for personnel staffing, funding for new scheduling patterns that allowed for blocks of time for collegial learning, collegial work and external linkaging; and funding for tools/materials such as textbooks, curriculum guides, learners' modules, classroom observation protocols.

Funding for new MTBMLE personnel. No funds were allocated for new personnel staffing of the MTBMLE in all the layers of governance. Nonetheless, Dr.

Loresco, the district supervisor in Pilantik District in which Matagumpay ES is located, exercised her initiative and created two new MTBMLE positions, namely Principal-in-charge of MTBMLE and District Field Assistant. Being unfunded, these were classified merely in the nature of designations and not appointments. This means the positions were not permanent and did not carry additional compensations.

Assessment of unfunded staffing. On the first year of implementation, the designated Principal-in-charge of MTBMLE was Dr. Dela Rosa, one of this study's participants. The District Field Assistant was a full-time Grade 1 teacher whose school is five kilometers away from Dr. Dela Rosa's school. This distance between their schools and the full-time teaching status of the field assistant was not that facilitative to their collaboration, Dr. Dela Rosa observed. Recounting their functions, Dr. Dela Rosa said she was responsible for drawing up the District Action Plan for MTBMLE; taking minutes at meetings and documentation of activities; and compilation of MTBMLE materials. The District Field Assistant coordinated district activities and prepared reports. The required reports by higher offices apparently overwhelmed the two as Dr. Dela Rosa narrated that, "*Mayat-maya, may reports na hinihingi. Parang mas maraming paperworks na ginagawa na tuloy*!" (There were so many reports required from us, one after the other! It seemed we were doing more paperworks)!

That the MTBMLE meant additional load was similarly underscored by the division supervisor, Dr. Fernandez. His supervisory load consisted of taking charge of a subject area, one special curricular program, and two support services program, aside from MTBMLE. He acknowledged the need for more time for intensive monitoring considering that MTBMLE was a new program at that time. However, given his heavy

load, he regretted he was unable to do that that schoolyear. Over-all, the absence of funds for the added load that MTBMLE designations imposed left the concerned personnel feeling burdened and overwhelmed.

Funding for new scheduling patterns. The MTBMLE program cut the teaching hours from the previous curriculum's six hours to four hours per day for the first semester, and to four hours and fifty minutes per day for the second semester (DepED Order 31 s. 2012). This meant classes were dismissed by lunch for the first semester, and 2pm during the second semester. By law, the work day of teachers consisted of 8 hours and so, even as classes dismissed early, teachers remained in school. DepED guidelines specify that the remaining hours shall be used for teaching-related activities.

Assessment of new scheduling patterns. The teachers found the block of time that they commonly shared for teaching related activities very opportune for seeking help from one another. At Matagumpay ES, this block of time allowed the teachers to prepare their lessons and materials together, with the Master Teacher taking the lead. The teachers in Kasarinlan CS did not jointly develop lessons and teaching materials. Whatever they individually produced, however, were shared during this block of "non-class teaching time." They said it afforded them the chance to compare notes on what and how they were doing in their teaching.

Funding for MTBMLE tools/materials. It was announced in the teachers' mass training that the Central Office would take charge of the development, printing and distribution of Teacher's Guides and Learner's Materials. As it happened**,** the Central Office took care of the development of said teaching materials for the four quarters. However, the printing and distribution were eventually divided between the Central

Office and the Division Office, with the former taking care of the first two quarters only. It downloaded the funds for the printing of the last two quarters of the Teacher's Guides and Learner's Materials to the divisions. The Bonifacio Rizal Division received an amount falling within the 4 million pesos to 6 million pesos range[17]for this purpose.

As narrated by the teachers, the Teacher's Guides and Learner's Materials for the first semester arrived in the second semester. This long delay left teachers struggling with what to teach and how to teach the mother tongue. They, along with their principals, scored the Central Office's late distribution, pointing out that they got to use the teaching materials it delivered only the following school year.

As a consequence of the late delivery of teaching materials by the Central Office, the teachers and the principals had to look for references on their own. One of the principals managed to get a digital copy of the Teacher's Guide in Mother Tongue from a fellow principal from another Division. The funding for the reproduction of these teaching materials was drawn from the school's Miscellaneous and Other Operating Expenses (MOOE). DepED Order 74, series 2009 allowed use of the school's regular MOOE for MTBMLE operations.

Assessment of funding for MTBMLE tools/materials. The MOOE subsidy was appreciated by the principals and teachers. However, both principals rued how their school's MOOE had been stretched thin by MTBMLE requirements that initial year. The reproduction expenses were unanticipated given that, as announced in the teachers' mass training, the Teacher's Guides and Learner's Materials would be printed and distributed by the Central Office. What the schools eventually managed to shoulder, given their

[17] This budget also covered Grade 7 Learner's Materials and Teacher's Guides. The document that I could manage to access unfortunately did not disaggregate the funding for the two grade levels.

meager resources, was a Teacher's Guide copy per teacher only. The Learner's Materials were left to parents' capacity to share in their reproduction which, as it happened, varied greatly given the economic make-up of the communities' populations. In most cases, there was only the Teacher's Guide that served as reference for the whole class. At best, it was only the activity sheets from the Learner's Materials that was managed to be reproduced through parental contributions.

Cultural resources. Cultural resources or cultural capital was defined in this study in terms of the extent to which the differences between the institutional cultures of schools and home culture are mediated (Malen & Rice, 2004). Such mediation can be done through use of the learners' first language in the materials support or support tools (such as textbooks, curriculum guides, orthography, learning modules, observation protocols) (Graham, 2010; Quijano & Eustaquio, 2009; Young, 2009, 2012).

Learners' first language. A fundamental misalignment was pointed out by the implementers with respect to the designated language of instruction (school language) and mother tongue of the learners (the home language). They said the learners' mother tongue was not the mother tongue that the curriculum mandates. The learners' mother tongue as a mediating tool between home culture and school culture was thus not implemented in this case. And so, the teachers spoke of their difficulties at shuttling between the designated mother tongue and the learners' mother tongue in attempts to make lessons comprehensible to the learners.

All the implementers likewise spoke of the learners' struggles in coping with the lessons and with the designated language through which these were delivered. The

designated mother tongue of instruction, thus, was viewed by the implementers as hindering instead of facilitating learning; and unduly burdening instead of easing teaching.

Materials support or support tools. The teachers further said that the materials support and tools support for MTBMLE implementation that were extended to them by DepED were inadequate. All that the teachers had at the start of the schoolyear was the Curriculum Guide. They said it was difficult to implement because it was written in English and not in the designated mother tongue for teaching. The Teacher's Guides and Learner's Materials that the Central Office developed were distributed to the teachers so late in the schoolyear they were actually used only in the following schoolyear. Through their principal's initiative, the teachers of Kasarinlan CS managed to get hold of the soft copy of the Teacher's Guides for Mother Tongue subject but this happened only towards the end of the end of the first quarter. The copy was also not wholly written in the designated mother tongue and so the teachers had to contend with translation problems again. Lacking cultural tools, the teachers of both schools were extremely language-challenged with respect to the designated mother tongue they were teaching in and were teaching.

The principals, district supervisors and division supervisor (or the instructional leaders) were just as extremely challenged as they were not given any materials support and tools. The principals and one of the two district supervisors in particular were very emphatic in verbalizing their need for supervisory tools and materials.

In a sense, the teachers were better off since they at least had the Curriculum Guide and later, the Teacher's Guides and Learner's Materials. The instructional leaders

were never included in the production of MTBMLE materials, particularly materials and tools that they could use in supervising MTBMLE teaching. The principals and one of the district supervisors decried the absence of a guide on MTBMLE supervision, including observation protocol. Only the division supervisor had been given a hard copy of the Curriculum Guide, which is central to instructional supervision. The principals and the district supervisors were left to download a soft copy of that from the DepED website or to photocopy the original themselves. As a whole, the research participants especially the teachers, the principals and one of the district supervisors found the cultural tools/materials support extended to them by the DepED inadequate for not being in the designated mother tongue (Curriculum Guide) if not altogether non-existent (Teacher's Guides, Learner's Materials, and Instructional Supervisor's Guide).

Recommendations of Local Adapters/adopters

The local adopters/adapters of MTBMLE were asked what advice they would give to improve its implementation at their level.

Social resources. To a person, the teachers all mentioned continuous and follow-up trainings to address their limited competencies in mother tongue teaching. As Zenaida described it, "*limited ang alam namin sa pagtuturo ng mother tongue kaya dapat i-train pa kami* (We have such a limited knowledge in teaching the mother tongue so we need to be trained further). They recommended trainings on the mother tongue itself as a language and on pedagogies that are effective for mother tongue teaching. They also mentioned the need for demonstration teaching as an integral part of trainings so that the teaching strategies would be modeled to them.

They emphasized, too, that the teaching materials (Teacher's Guides, Learner's Materials and other instructional materials) that the Central Office provides be written in the mother tongue and ready and complete before trainings and should form part of the trainings themselves. As Zenaida put it

> *Dapat pagtuunan nila ng pansin ang mga teaching materials. Bago ito kaya nangangapa ang mga teachers. Kelangan ng suporta sa* materials from the government. (They should focus on teaching materials. The MTBMLE is a new program so teachers are still groping. There should be government support on materials development at this point.)

The principals emphatically mentioned the need for trainings on MTBMLE for them. They pointed out they were not given any so they raised the issue of an existing gap in technical assistance. Dr. Dela Rosa enumerated areas they need to be trained in, in particular: MTBMLE content, budgeting of curriculum, and assessment. She also recommended intensive supervisory support to them, principals, "to strengthen us and let us realize what should be done and how to be effective (as instructional supervisor)."

One of the district supervisors, Dr. Loresco, and the division supervisor, Dr. Fernandez said the MTBMLE orientation was inadequate given that it was integrated in the K-12 advocacy campaign. They thus recommended a separate campaign for it.

Dr. Fernandez recommended also for new programs to be implemented one at a time so there would be adequate period for preparation and there would be mastery by the time the program would commence.

Financial resources. Noting the additional demands on their school operating budget by the MTBMLE, both principals expressed the need for MOOE increase to address the MTBMLE requirements. Dr. Miguel went further by arguing for a separate funding for MTBMLE operations and purposes alone. The introduction of a new

program should correspondingly be supported by funding support for it to take off, he said. The district and division supervisors recommended funding for trainings and conferences. The division supervisor also batted for support in the development of localized teaching materials and a transportation budget for monitoring the MTBMLE implementation.

Cultural resources. All of them-teachers, principals, supervisors-recommended that all the teaching materials should be in the designated mother tongue. The principals wanted materials for MTBMLE supervision as well (not just teaching). However, all the teachers preferred the Teacher's Guides and Learner's Materials be developed by the Central Office. Tita put it this way

> *Ang gusto ko, gawa na lahat ng Central Office ang mga materials para i-execute ko na lang. Meron na sanang lesson guide, lesson plan, subject matter, products at evaluation. Pag ganun,,naka-focus na lang ako sa mga kailangan ng mga bata like activity sheets at iba pang mga instructional materials. Depende na sa akin kung dadagdagan ko pa o i-enrich ko ang lessons, depende sa mga bata kung fast o slow learners sila.* (I want that everything is already given by the Central Office: the lesson guide, lesson plan, subject matter, products and evaluation. So all I need to do is execute. Your time will already be focused on the children and their needs such as activity sheets and other instructional materials. It will be up to me already if I will add or enrich the lessons, depending on whether my pupils are fast or slow learners).

Dr. Zamora, one of the district supervisors, also preferred that the teaching materials not be developed by the teachers. He suggested these be done at the division level, however, rather than at the Central Office. He reasoned out that if done this way, "mas *madali, mas mabilis, at madaling makita ang mali"* (faster, efficient, and quicker for errors to be identified). The division supervisor, Dr. Fernandez, for his part, opined that the pool of writers for the teaching materials be non-DepED since it is difficult to pull out teachers from their classes. DepED will simply serve as consultants, she said.

Dr. Zamora also recommended that a directive from the Central Office be issued requiring teachers who teach mother tongue to be speakers themselves of said mother tongue.

A fundamental question on mother tongue was raised by the teachers. They pointed out that mother tongue they are required to teach and use in teaching (per DepED policy) is, indeed, a community language but in actual and real terms, it is not the mother tongue or first language of majority of the students nor was it a language they were familiar with.[18] This fact posed tremendous challenge to both teachers and their students as they struggled to comply with what the teachers described as "*mali"* or erroneous language identification. The principals and the supervisors also echoed this observation on the students' actual mother tongue and how the misclassification has made the teaching process difficult both for the teachers and students.

In this regard, all the teachers recommended that the mother tongue designated for the school be the language actually used by the schoolchildren. Luisa, a teacher in Kasarinlan CS, put it this way

> *Sana ang mother tongue, yung naiintindihan ng bata. Tagalog dito sa bayan eh. Pamarisan nga yung mga parents pero tinuruan na nila ang mga anak nila ng Tagalog para raw hindi mahirapan ang mga anak nila pag mag-aaral na sila sa school.* (I wish the mother tongue to be taught and used in school should be the one that the child speaks. The children in the town proper speak Tagalog actually. It is true the parents speak Pamarisan but the children were already brought up in Tagalog because, as these parents themselves explained, that would ease their children's transition to school with its bilingual instruction.)

[18] Mother tongue has been defined in literature as the language that a speaker a) has learnt first; b) identifies with; c) knows best; d) uses most (Skutnabb-Kangas, 2000; UNESCO, 2003), or e) a language one speaks and understands competently enough to learn academic content in at the appropriate age level (Benson & Kosonen, 2009).

The principals echoed the teachers' recommendation on the issue of what mother tongue should be used for instruction. Dr. Dela Rosa, when asked should we continue with the MTBMLE, answered

> I am sold out to it; learners learn best in their mother tongue. But the learners' language, what they speak, should be the basis for identifying the mother tongue to be used as medium of instruction and language subject. Let's genuinely localize the school language. *Pamarisan ang mga parents at yun ang ginagamit nilang salita pag nag-uusap silang mag-asawa. Pero Tagalog na ang kanilang ginagamit sa pakikipag-usap sa kanilang anak. Sabi kasi nila para di na mahirapan ang kanilang mga anak pag nag-aral na sila. Tapos, of course, sa TV, Tagalog rin ang napapanood ng mga bata. Ang Taginting district din, maraming mga dayo dito. Kaya Tagalog ang ginagamit ng mga nakakarami dito, hindi Pamarisan. I-consider sana ang situation, hindi yung generic.*(The parents indeed belong to Pamarisan ethnic group and they use Pamarisan language to communicate with each other. But they use Tagalog in communicating with their children since they said they do not want their children to have language problems in school. And then, of course, the children watch television where Tagalog is often used. Moreover, Taginting is a migrant town with a diverse mix of population and so it is Tagalog not Pamarisan that is commonly used by many here. The decision-makers should consider the actual situation, not the generic). Let the school, community population, learners speak. Let's not put things in their mouth.

Assessment of Supports for Learning Based on Analytical Construct

In the previous section, productivity was measured in terms of alignment between the local implementers' perceived needs and the resources for learning that they received. Malen and Rice (2004), who used this construct in their own research, point to the usefulness of this measurement as a heuristic device. However, they also recognize its limitation in that it assumes the implementers know the required resources for meaningful reform. Thus, they call for more research-based indicators of resources required to accomplish school improvement within and across different contexts. This inquiry intends to contribute to this effort to refine the analytical construct of productivity as

resource alignment, at least with respect to mother tongue instruction. For this assessment approach, productivity was determined by establishing whether there's an alignment between the resources made available to the local adapters and the requirements of mother tongue instruction as could be drawn from literature.

Social Resources

Defined as sources of external or internal sources of learning (Spillane & Thompson, 1997), the social resources focused on in this study were learning events, external linkages, internal norms and relations of collegiality, and new organizational routines such as mentoring and scaffolding.

Learning events. This study focused on eight requirements for productivity of learning events: fluency in the learners' mother tongue; theories of learning and language acquisition; pedagogy; understanding of culture; integration of culture in the curriculum; focus on problems of practice; duration and regularity; and for the instructional supervisors, core ideas of the reform program; and modeling/mentoring strategies.

Fluency in the mother tongue. It can be deduced from the literature that one good practice in capacity building for teachers in mother tongue instruction is for the trainings to include developing fluency in the learners' first language or mother tongue (see Graham, 2010; Huong, 2009; Kosonen, Young & Malone, 2007; Logjin, 2009; Un Siren, 2009); including using it to teach and write (Dekker, 2009, personal communication, January 9, 2012; Dutcher, 2003; Walter & Dekker, 2011). This must be done even among native speakers of mother tongue (Dutcher; Young, 2009) since often, we are not literate in our own mother tongue (Dekker). In this regard, bridging activities that would enable mother tongue speakers to become mother tongue teachers and writers

are needed (Walter and Dekker, 2011). The teacher participants of the study, both in the individual and focus group interviews, claimed none in their learning events in the regional, division, district and school levels specifically aimed to develop or enrich their fluency in the designated mother tongue of instruction, let alone for teaching and writing.

However, a close reading of the training design of the teachers' mass training in San Martin showed there was actually a session on orthography that was separately held for Pamarisan and Bantog speakers. The session involved going over the orthography material which covered alphabet, grammar rules and commonly used terminologies in daily life situations. The trainers of the session were part of the team of authors of the orthography materials themselves and, thus, were recognized as experts in the mother tongue they wrote in. However, according to one of the trainers of this particular session herself, the process of going over the material simply involved showing its contents through slides in a powerpoint presentation. This was because there were no copies available for distribution to teachers at the time of the training.

What might be considered as a bridging activity was the district workshop participated in by the three Grade 1 teachers of Matagumpay ES in which participants tried their hand in translating the songs, rhymes, poems (invariably in English and Filipino) being used in their classes into mother tongue. This writing workshop happened only once, however, and only for half day. Moreover, the seven Grade 1 teachers from the other school, Kasarinlan CS (which is located in another district) had not had any similar writing workshop in the mother tongue.

Among the instructional supervisors, only two of them, Dr. Dela Rosa and Dr. Fernandez mentioned going through a learning event that was language-related, specifically on Bantog orthography. It was, however, only a half-day gathering that was aimed at consulting Bantog natives on the Bantog orthography then being developed for publication by the Komisyon ng Wikang Filipino (Commission on the National Language).

In all, it can be assessed that none of the language-related learning events made available to the participants were productive in that these were not designed at developing fluency. Developing fluency in a language requires time and a great deal of practice. The brevity of the time allotment for the orthography session in the mass training and the absence of an actual orthographic material that teachers would be familiarized with during that session and in subsequent occasions precluded such. As for the district workshop in mother tongue translation participated in by the Matagumpay ES teachers, its one-time character did not allow for the constant practice required of fluency cultivation. In the case of the instructional supervisors, the consultation they participated in already precluded cultivating fluency among participants as it was premised on it as their attribute and a precondition of their participation.

Theories. The criterion for productivity for this is whether the learning events and information sources were designed to develop the local implementers' capacity on theories of learning and theories of language acquisition (including importance of mother tongue; how children learn language; how children learn how to read; and the interdependence of mother tongue and second language development) (Dekker & Young, 2005; Pinnock, 2009).

On the whole, three learning events could be assessed as productive in this sense. These events were the mass training for teachers, the International Conference on MTBMLE, and the Regional Lingua Franca Conference. The training design of the teachers' mass training in San Martin included the importance of mother tongue. The course content included a presentation on "The MTBMLE Initiative" covering "what MTBMLE is all about; rationale; and objectives." A situational analysis between pre-K-12 and the K to 12 roll-out was also presented.

Two of the instructional supervisors, Dr. Zamora and Dr. Fernandez, attended the International Conference on MTBMLE that was held a few months before the DepED program's full implementation. As could be gleaned from the Conference abstracts, the papers presented included research policies and findings on the benefits of mother tongue instruction aside from the theoretical bases for this linguistic preference in teaching. As well, learning materials and assessment tools in mother tongue instruction formed part of the conference.

The Regional Office's conference where pilot schools of the Lingua Franca program shared their experiences was participated in by Dr. Fernandez, the division supervisor, and one of the principals, Dr. Miguel. There are no existing documents on it anymore and so the information on it was drawn from interviews only. Dr. Fernandez and Dr. Miguel recalled listening to accounts by teachers and administrators on how the use of the child's language in school facilitated the teaching and learning process. They also mentioned there was a workshop on instructional materials development, as well as an exhibit of samples of the teaching materials the teachers were using. Both of thrm said this was their first exposure on the native language and its possible use in teaching.

Pedagogies. The literature recommends that the learning events and information sources include pedagogies and strategies appropriate to first and second language teaching (Pinnock, 2009); and those that optimize learners' class participation, group or peer interactions, higher order thinking (Dutcher, 2003).

Per documents on the mass training in San Martin, it included demonstration teaching in all subjects. The demo teaching was done first by the resource person, then subsequently, by a select set of teacher participants. These demonstration teaching sessions showcased a lesson on a topic in the Curriculum Guide. The lesson plans unfortunately were no longer available during the data gathering so it is not possible to determine the pedagogies planned for each session but the over-all training design of the mass training specified that teaching strategies were included in the demonstration teaching. We might get an idea what these might be from a department issuance, DepED Order 18, series 2011 entitled Guidelines on the Conduct of MTBMLE Trainings, which was disseminated four months before the program's nationwide implementation.

The issuance specified what "teaching strategies using the unique feature" of MTBMLE shall be included in any MTBMLE training. The strategies are the Two-track Method (Story-telling and Reading, Listening Story, Oral Communication Activities); Interactive Strategies; Use of Manipulatives, Games; Experiential, Small Group Discussions; and Total Physical Response, among others. It likewise outlined what shall constitute the pedagogical foundations to MTBMLE that trainings must cover. These are Strong Foundations of MTBMLE; Adapting the Curriculum; and Bridging Process. The two-track method and the bridging process are identified as strategies for first and

second language teaching. Moreover, the following are described as generative of learning experiences that are conducive to class participation, group or peer interactions, and higher order thinking: interactive strategies; use of manipulatives, games; experiential, small group discussions; and Total Physical Response (TPR). If we would base it on this guideline, then, the MTBMLE training design for pedagogy met the criterion and could be considered productive.

Learners' culture. The literature on mother tongue instruction identifies curriculum indigenization as one benchmark of good practice (Young, 2002). Accordingly, the learning events must develop the local implementers' understanding of the learners' culture (Graham, 2010; Huong, 2009; Kosonen, Young & Malone, 2007; Logjin, 2009; Pinnock, 2009; Quijano & Eustaquio, 2009; Un Siren, 2009; Walter & Dekker, 2011; Young, 2002). And in the event that both the local implementers and the learners share culture, the criterion also requires that the learning events include an affirmation of such cultural identity (Dekker & Young, 2005).

During interviews, none of the local implementers could recall any from their trainings in the regional level, division or district or school that offered inputs on the Pamarisan or Bantog culture. A closer study of the documentation of the mass training for teachers would bear out these teachers' recollection. What the mass training included was a mention of localizing the curriculum. For instance, in the session on Instructional Materials Development, repeatedly emphasized was the need to focus on topics about the local culture and familiar people and activities. However, there was no session on local culture, whether Pamarisan or Bantog culture. This was also the case

with the trainings and conferences attended by the instructional supervisors as analyzed from the documents on these. In sum, none of the learning events attended by the teachers and instructional supervisors met this criterion for productivity.

Cultural integration. The criterion for this is whether the learning events and information sources included developing the local implementers' capacity to incorporate the learners' culture into the curriculum (see Young, 2009)(e.g., writing teachers' aids and instructional materials using real life situations and cultural icons/themes in the community) (Dekker & Young, 2005; Quijano & Eustaquio, 2009).

Based on the documents and interviews, two of the learning events for teachers were productive in this sense. The first was the mass training in San Martin where there was a lecture-workshop on materials development with a focus on writing big books and other materials for beginning readers up to lifelong readers that emphasized contextualization. For instance, in the first stage, learning to read, the resource person's instructions were for the literature to be "written in learners' L1" and written by "a fluent L1 speaker familiar with learners' culture and life situation," and with a "focus on familiar people, places, activities." For stage 2 readers, that is, learners who are gaining fluency in their L1 or mother tongue, materials should be "written in L1 and adapted or contextualized to the local content by local L1 speakers." This stage also introduces the learners to L2 stories but these must be "contextualized and adapted to local language and setting." For stage 3 readers where the literature bridges learners to L2, the functional information in stories must "relate directly to people's lives and appropriate to readers' ages and life situations." For stage 4 readers, that is life-long readers, the literature in L1 and L2 must be "relevant to their lives and must support their language and culture."

The second learning event that met this criterion was the district-level workshop participated in by the teachers of Matagumpay ES which involved translating rhymes, songs, poems teachers were using in their classes into mother tongue.

A focus on practice. This criterion for productivity zeroes in on whether the learning events for teachers, administrators, and educational planners are designed with a focus on problems and issues close to practice, and an attention to the tools that are integral to practice (Cobb &Jackson, 2012).

Four learning events for teachers were productive in this sense. The School Learning Action Cell session for half day participated in by the teachers of Kasarinlan CS met this criterion since it focused on MTBMLE implementation problems. The teachers' half-day District level-seminar workshop in Taginting and Pilantik districts, as well as a school-based workshop in Kasarinlan CS also met this criterion as the focus on these was the new assessment tool in the new K-12 curriculum. The fourth one was that which the Matagumpay ES teachers had in their district, was a workshop using the Excel application which addressed the technical difficulties encountered by the teachers in computing student grades.

As for the instructional supervisors, three learning events were productive along these lines. The first was their training on the assessment tool. Additionally, they said that their Field Staff Conference (the monthly one-day division meeting of school heads, district supervisors, and division supervisors with the superintendent presiding) included MTBMLE concerns in the agenda. Mostly, matters on whether mother tongue as medium of instruction was being used and the delayed delivery of Teacher's Guides and Learner's Materials were the focus of such discussions. They recalled at least three

conferences that year when the MTBMLE was part of the agenda. Additionally, the division supervisor recalled a regional meeting that specifically focused on troubleshooting implementation problems. He said the concerns addressed in this half-day meeting were on fund disbursement and fund sourcing.

Core ideas, mentoring and modelling. This criterion for productivity focuses on whether the learning events for instructional supervisors are designed not to merely consist in orientation on new policy but also on learning the core substantive ideas of MTBMLE so they can help teachers to learn these ideas (Spillane & Thompson, 1997). They must also learn how to model mother tongue instruction or how to become a mentor to MTBMLE teachers (Honig, 2007). This criterion, then, emphasizes the teaching role as contrasted to the regulatory and administrative function of instructional supervisors. On the whole, none of the learning events for the instructional supervisors met this criterion for productivity.

To begin with, there was no training for them that would have prepared them for supervising mother tongue instruction. The principals and one of the district supervisors were emphatic in raising this glaring omission of a critical plank in MTBMLE implementation, especially in the preparatory stages. They pointed out their responsibility of providing technical assistance to chief implementers, namely the teachers, and yet, the school year began and ended without any training for them on how to do so. One of the principals expressed the issue in this way, "How can you expect the principal to offer technical assistance when we were not trained on it?" She wryly commented that her Grade 1 teaching staff knew even more about the MTBMLE than she did. Such a knowledge gap on core ideas of MTBMLE as well as on how to model

mother tongue instruction to teachers is evident in the supervisor of Pilantik district's recollection of the challenges she faced that first year of implementation:

> My problems? *Ano nga ba talaga ang MTBMLE? Ano ang importance nya; bakit inilagay sa K-12? Ano bang ituturo sa Grade 1? Paano mag-observe ng MTBMLE class? Paano ang assessment ng mga bata?* (What really is MTBMLE? What is its importance in the K-12 curriculum? What should be taught in Grade 1? How should mother tongue classes be observed? How do we assess the learners?)

To be sure, the instructional leaders had access to information on the policies and guidelines concerning MTBMLE. This came in the form of DepED Orders and other related issuances disseminated to them through the official channels (from the Central Office to the Regional Office, then to the Division Office and down to the districts and schools). More often, this dissemination was done through faxed messages or downloading from the internet. Regional and Division meetings also served as venues for dissemination. The division supervisor's orientation on the MTBMLE was in such regional level meetings. For the district supervisors and school heads, division meetings of officials, called field staff conference, were also sources of information on MTBMLE. From the interviews with them, it could be gathered that these were mostly focused on administrative and regulatory concerns, instead of teaching functions. This was apparent in the recounting of the field staff conferences by Dr. Zamora, one of the district supervisors in which reminders on MTBMLE were given. These were mainly on checking on the mother tongue use in teaching and lesson planning, and the updates on the Teacher's Guides and Learner's Materials delivery.

The division supervisor had the most extensive exposure to MTBMLE preparatory activities organized by the DepED. He participated in five regional level conferences. A close analysis of these however would suggest that for the most part,

these were brief (one-day participation), discrete, formal events that were not in the nature of learning the core ideas of MTBMLE but more on their administrative and regulatory functions for these involved selection of pilot teachers and schools, monitoring of use of mother tongue in teaching, participation only in the opening program of teacher training. Even the regional meeting that specifically focused on troubleshooting implementation problems focused on fund disbursement and fund sourcing–both of which are administrative concerns.

The information campaign or K-12 advocacy caravan that the two school heads were resource speakers in were similarly sources of information and served as orientation for them and the other supervisors. And yet even such orientation on the new policy appeared inadequate if we would base it on Dr. Miguel's admission that up until the first quarter of the school year, he did not even know that MTBMLE would be not merely a language subject but should be used as medium of instruction.

On a regular, extended, and ongoing basis. This criterion for productivity focuses on whether the learning events for teachers, administrators, and educational planners are regularly held (Young, 2009); for an extended duration (Cobb & Jackson, 2012; Spillane & Thompson, 1997) and ongoing to support practice (Young, 2012).

In all, the learning events that the teacher participants attended (and all of these were organized by DepED and thus obligatory) were not productive in that these lacked regularity in their scheduling. The same could be said of the few learning events on MTBMLE that the school heads, district supervisors and division supervisor participated in. Moreover, they were not extended in duration but what Cobb and Jackson (2012) would describe as discrete, intentional learning events: one-shot sessions that did not

build on each other. The briefest was two hours, and the longest took place for mere five days. There was, in general, a lack of follow-throughs of the formal learning events.

The unproductiveness of such irregular, one-off learning events might be the reason for the teachers' failure to recall their experiences in and of them, as was the case with the mass training sessions on Pamarisan and Bantog orthography, on pedagogy as integrated in the demonstration teaching, and on integrating culture into their teaching. A summary of the participants' learning events as classified according to the requirements drawn from literature is presented in Table 10.

External linkages. External linkages can serve as sources of learning and information and thus constitute a social capital (Spillane & Thompson, 1997). The criterion for productivity of external linkages focuses on whether members from the community were tapped as resource persons and co-writers and co-developers of instructional materials (Dekker & Young, 2005; Quijano & Eustaquio, 2009; Young, 2009) in as much as mother tongue instruction requires integration of local content and language. In particular, the literature discloses that parental involvement promotes the development of culturally sensitive curriculum (Johansson, 2009) and strengthens links between home and the school (Un Siren, 2009).

Of the local implementers, it was the teachers who narrated about community and parental links for their information and learning. Per interviews with teachers in both Kasarinlan CS and Matagumpay ES, the help of elders in the community and the teachers' spouses were sought for translation purposes, particularly in the "*malalalim at mahirap intindihin na salita*" (uncommon and difficult words). Such was done on an individual and ad-hoc basis, however, and not in the sense of a joint process of writing or

Table 10

An Inventory of Learning Events in the Building of Human Capacity for Mother Tongue Instruction

Criterion for Productivity	Teachers	Principals	District supervisors	Division supervisor
1. Designed to develop fluency in learners' mother tongue	A session on orthography in the K-12 regional mass training for Grade 1 teachers (half day)	Dr. Miguel: KWF consultations on Bantog orthography (half day)	None	KWF consultations on Bantog orthography (half day)
..including using mother tongue to teach and write.	Pilantik District writing workshop in translating poems, songs, rhymes (half day)	None	None	None
2. Designed to develop understanding of the learners and administrators' culture (Bantog or Pamarisan) and affirm own cultural identity	None	None	None	None
3. Designed to develop capacity to integrate	A session[19] on instructional	Dr. Miguel: Lingua Franca	None	Lingua Franca Regional Conference (3 days)

[19]A session in the mass training typically covered two hours.

language and culture into the curriculum	materials development in the regional mass training	Regional Conference (3 days)		
4. Include theories of learning, language acquisition (including importance of mother tongue; how children learn language and how to read; and the interdependence of mother tongue and second language development	Regional mass training(one session)	None	Dr. Zamora: 1st Mother Tongue-Based Multilingual Education International Conference in the Philippines (January 18-22, 2011)	1st Mother Tongue-Based Multilingual Education International Conference in the Philippines (January 18-22, 2011)
5. Include pedagogies and strategies appropriate to first and second language teaching	Regional mass training	None	Dr. Zamora: 1st Mother Tongue-Based Multilingual Education International Conference in the Philippines (January 18-22, 2011)	1st Mother Tongue-Based Multilingual Education International Conference in the Philippines (January 18-22, 2011)
6. With a focus on problems and issues close to practice	District and school LAC meeting (2 sessions) on MTBMLE	None	Division Field Staff Conference (MTBMLE was an item in the agenda at least thrice)	One day Regional Meeting on troubleshooting MTBMLE problems

With attention to the tools integral to practice	a) District and school LAC workshops on K-12 assessment (half day at each level) b) Pilantik District workshop on grades computation and use of Excel (half day)	Division training on K-12 assessment (half day)	Division training on K-12 assessment (half day)	Regional training on K-12 assessment (half day)
7.For administrators: learning events must consist in learnir core ideas of MTBMLE policy/program		None	None	None
For administrators: learning events must focus on how to model mother tongue instruction or how to become a mentor to teachers (Honig, 2007)		None	None	None
8. Ongoing, regularly held	One-shot, discrete, formal; not regular	One-shot, discrete, formal; no regular schedule	One-shot, discrete, formal; no regular schedule	One-shot, discrete, formal; no regular schedule
Extended duration	Brief (5 days maximum,half-day minimum	Brief (3 days maximum, half-day minimum)	Brief (5 days maximum,half-day minimum	Brief (5 days maximum,half-day minimum

developing instructional materials. In both schools, parents' assistance was also tapped but not for developing curricular materials but for funding assistance in reproducing teaching materials. One of the teachers in Matagumpay said she hesitated to ask help from parents in translatin words because that might give them an impression of her own incompetence.

In sum, none of the external linkages by the teachers could be considered productive. Table 11 presents the findings on this form of social capital.

Table 11

An Inventory of External Relations in the Building of Human Capacity for Mother Tongue Instruction

Criterion for productivity:	Local community members and parents are resource persons and co-writers/developers of instructional materials
Teachers	Spouses, elders in the community as resource persons for oral translation purposes; colleagues from other divisions as textmates on what and how they were teaching in mother tongue subject
Principals	One principal sourced a reference material from a fellow principal from another division
District Supervisors	No mention
Division Supervisor	No mention

Internal norms and relations of collegiality. Another social resource identified in the literature are the internal norms and relations of collegiality in school (Malen & Rice, 2004; Spillane & Thompson, 1997). The literature includes the following as

examples of collegial behavior among teachers: discussing strategies, sharing materials, observing one another's classes, helping one another with their teaching (Barth, 2006, as cited in Drago-Severson, 2009; Katzenmeyer & Moller, 2001). Research suggests that opportunities for regular teacher interactions that include reflection on educational practice are valuable in promoting long-term gains in mother tongue instruction (Graham, 2010). The criterion for productivity in this regard is whether these collegial behaviors and interactions were evident among the local implementers and whether there were opportunities for engaging in them.

Collegial support was evident only among the ranks of teachers. They held extensive discussions; prepared materials together and shared these with one another; kept track of one another's pace and progress in their lessons; and sought help in translation from one another. The two groups varied in the dynamics of these collegial relations. In Matagumpay ES, the Master Teacher took the lead whenever they came together. So it was she who invariably conceptualized the lesson plan and Talking Board while the other two took care of preparing the materials for the implementation of these. In Kasarinlan CS, the conceptualization of lesson plans and Talking Boards was done individually at first, then they shared these in sessions at least two-to-three times weekly. In both schools, these sessions were possible because the teachers' daily load included two hours of teaching preparation. For the teachers then, the internal norms and relations of collegiality could be considered productive. Table 12 presents the findings on this form of support.

Mentoring and scaffolding. Capacitating local implementers also means scaffolding and mentoring them. For this criterion, teaching materials must not merely

Table 12

An Inventory of Internal Norms and Relations of Collegiality in the Building of Human Capacity for Mother Tongue Instruction

Criterion for Productivity	Teachers	Principals	District supervisors	Division supervisor
Opportunities for regular interactions	Matagumpay ES: 2:30-4:30pm daily Kasarinlan CS: 2:30-4:30 pm, 3 days a week	None	None	None
Collegiality organized around work	Discussions on strategies, sharing of materials; talking about their lessons, and helping one another	No mention	No mention	No mention

be handed over but there should be co-participation with more accomplished others in their implementation (Cobb & Jackson, 2012). The literature conceptualizes this as a process of significant learning from more knowledgeable and more experienced others with respect to the reform program, and one that takes place in relationships that are constant, substantive, and authentic (Brown & Campione, 1990, as cited in Spillane & Thompson, 1997; Cobb and Jackson, 2012; Cosner, 2009). Supervision, in this sense, involves teaching and modeling the reform's core ideas and practices.

The teachers received materials for instruction in the form of Curriculum Guide initially, and subsequently, the Teacher's Guides and Learner's Materials. To a certain degree, the Curriculum Guide was not merely handed over since the mass training in San

Martin involved resource persons that walked the teachers through the material with a focus on one lesson in it. And in Pilantik district, the district supervisor organized a workshop with the Master Teachers in the district aimed at organizing the K-1 curriculum into four grading periods. The teachers were also walked through the orthography by their resource persons during the mass training, although this was done only digitally in a powerpoint presentation as the hard copies were unavailable yet then. However, that was all that took place with regard to said materials. There was no subsequent co-participation with more accomplished others as the school year rolled out as per the criterion for productivity.

The other teaching materials–Teacher's Guides and Learner's Materials-were merely distributed to schools and handed to teachers late. Among the instructional supervisors, only the division supervisor received a hard copy of the Curriculum Guide. Unlike the teachers, she did not have the benefit of a walk-through of the material.

There was a new assessment tool for the K-12 curriculum that school year and it was applicable to MTBMLE. All the local implementers went through a seminar-workshop on it at various levels. The division supervisor had hers at the regional level; the district supervisors had theirs in the division; the teachers had theirs in the district and in the case of Kasarinlan CS teachers, they further had additional session on it in their School Learning Action Cell. There were no follow-through to these activities, however. One of the principals, Dr. Dela Rosa admitted in the interview that she remained confused about it.

As a whole, the local implementers' experience of supervisory support ranged from none to minimal. Teachers and school heads said that the rare supervisory visits

they experienced consisted of being asked whether they were using mother tongue in teaching and being advised on where to get funding for the reproduction of their copy of Teacher's Guides and Learner's Materials while the Central Office copies were not yet delivered. This kind of supervision suggests monitoring and regulatory concerns rather than a focus on teaching the core ideas of the reform program. The district supervisor of Pilantik district said she never received any technical assistance from the division or region. Moreover, all of the participants claimed no modeling of mother tongue instruction was done by any of the instructional supervisors for those over whom they exercised supervision. All of the research participants in all layers of practice expressed a need for technical assistance coming from supervisors. In sum, the social resource of scaffolding/mentoring was not productive across the layers of practice. See Table 13 for an inventory of this form of support to the local implementers.

Financial Resources

These concern funds for staffing, new scheduling patterns, and materials and tools.

Funding for new MTBMLE personnel. As drawn from the literature, capacitating local implementers in this way consist of providing funds for staffing (including new positions and/or for changing the responsibilities attached to existing positions); recruitment/hiring of expert/s (including local community experts) or de-loading of existing personnel so they will have opportunities for learning.

The findings showed none of this sort was extended to the local implementers at all the levels of governance and layers of practice. The program then was unproductive with respect to staffing.

Table 13

An Inventory of New Organizational Routines of Scaffolding/mentoring in the Building of Human Capacity for Mother Tongue Instruction

Criterion for productivity:	Curriculum/instructional materials must not be simply handed over but there should be co-participation with more accomplished others in their implementation
Teachers	1. Walk-through during the regional mass training: a) Curriculum Guide; b) at least one lesson in the Teachers Guide; and c) orthography 2. Orientation on K-12 Assessment tools No co-participation with more accomplished others in the implementation
Principals	Orientation sessions on the K-12 Assessment tools (once at the division and once in the district) but Dr. Dela Rosa disclosed she remained confused. No follow through by more accomplished others
District Supervisors	Orientation sessions on the K-12 Assessment (once at the division and once in the district). No follow through by more accomplished others
Division Supervisor	Orientation sessions on the K-12 Assessment (once at the division and once in the district). No follow through by more accomplished others

Funding for new scheduling patterns. Shared free time is integral for collegial learning and collegial work (Bryk & Schneider, 2002; Cosner, 2009; Kochanek, 2005; Tschannen-Moran, 2004), for preparation of a plan, for preparation of curriculum, and for preparation of teaching/learning materials (Young, 2012). Funding for blocks of time that allow for such collegial activities is thus a resource. The findings indicate that such block of time common to all Grade 1 teachers exists and is institutionalized through a

DepED issuance. To the degree that it forms part of their official load and, thus, is funded, this constitutes a financial resource extended by the organization/Department, and a productive one, per this criterion.

Funding for tools and materials. The Central Office funded the development and reproduction of the Curriculum Guide, Teacher's Guide, Learner's Materials, and orthography for Pamarisan and Bantog. However, with the exception of the Curriculum Guide, these were distributed late such that they effectively were not used as scheduled for that school year. The School MOOE proved to be productive, in contrast, since it answered in a timely manner the funding needs of the teachers with respect to the reproduction into hard copies of the digital copies of the Teacher's Guide. The use of the school MOOE for MTBMLE purposes was authorized through DepED Order 74, series 2009. A summary of these financial resources is presented in Table 14.

Cultural Resources

Two aspects are focused on in assessing the productivity of cultural capital, namely whether materials are written in the learners' mother tongue (Quijano & Eustaquio, 2009; Young, 2002, 2009); and whether parents (Johansson, 2009; Un Siren, 2009) and/or local community members are co-writers/co-developers of these (Dekker & Young, 2005; Quijano & Eustaquio, 2009; Young, 2009).

The first language of the majority of the learners in both schools, according to the teachers and instructional leaders, was Tagalog. The designated mother tongue of instruction in the two schools was not Tagalog but Bantog (Matagumpay ES) and Pamarisan (Kasarinlan CS). As recounted by the division supervisor, only Bantog and Pamarisan were presented as choices in the regional consultative conference on the

Table 14

An Inventory of Financial Resources in the Building of Human Capacity for Mother Tongue Instruction

Criteria for productivity	Teachers	Principals	District Supervisor	Division Supervisor
1.Funds for recruitment/hiring of experts (including local community experts)	None	None	None	None
2. Funds for de-loading of existing personnel so they will have opportunities for learning	None	None	None	None
3. Funds for new scheduling patterns allowing for blocks of time for collegial learning and collegial work and external linkaging	Existing 2-3-hour block of non-teaching time for collegial learning and collegial work	None	None	None
4. Funds for required tools and materials	Central Office funds for the Teacher's Guides and Learner's Materials, Curriculum Guide, Orthography; School MOOE for xeroxing Teacher's Guides	School MOOE for reproduction of digital copy of Teacher Guide copies	None	Central Office funds for Curriculum Guide

mother tongues of instruction. What he did, along with the district supervisors he subsequently consulted when he went back to the division, was to identify the language of instruction to be used in the schools depending on which of the two languages was predominantly spoken in the community. To be sure, the towns comprising the Bonifacio Rizal Division could indeed be delineated as either Bantog and Pamarisan on the basis of the language used by majority of the community. However, as per interviews with all the study participants, neither of these two languages is the mother tongue or first language of majority of the students. The younger generation's home language, what they know best, and use the most, is the national language (Filipino), not the designated mother tongue for their school. In this aspect, thus, the cultural tool was unproductive.

The second criterion for the productivity of cultural capital is involvement by parents and local community members who are considered "experts" of the local culture and language in the development of any of the teaching materials. There was no indication from the interviews nor documents as to such kind of involvement. In view of this, the cultural tools and materials support cannot be considered productive. An inventory of the cultural resources is presented in Table 15.

Table 15

An Inventory of Cultural Resources in the Building of Human Capacity for Mother Tongue Instruction

Criteria for productivity	Teachers	Principals	District Supervisors	Division Supervisor
Teaching materials are written in learners' mother tongue	Materials are not written in the designated mother tongue of instruction. Moreover, the designated language of instruction is not the mother tongue of the learners.	Not provided with MTBMLE materials for supervision except the issuances on MTBMLE policy and K-12 curriculum	Not provided with MTBMLE materials for supervision except the issuances on MTBMLE policy and K-12 curriculum	GivenCurriculum Guide; Not provided with MTBMLE materials for supervision except the issuances on MTBMLE policy and K-12 curriculum
Local community members are co-writers/developers of materials and tools	No			
Parental involvement in curriculum development	No			

Chapter V

DISCUSSIONS AND RECOMMENDATIONS

This chapter presents a brief summary of the key findings of this study of the first year of implementation of Mother Tongue-Based Multilingual Education (MTBMLE) in Grade 1 classes in two public elementary schools in the Philippines in school year 2012-2013. After discussing the findings, recommendations for policy, practice, and research are put forward.

Summary of Key Findings

The findings are organized in two parts: firstly, the supports for learning extended to the local implementers and the productivity of these supports both from their perspectives and using the analytic construct are described; and secondly, the challenges the local implementers encountered and their recommendations are summarized.

On the Supports for Learning and their Productivity

The MTBMLE program rests on strengthening the subnational units of region and division as it involves localization of language, content, and support systems. By design, the local implementers have to be adapters as well as adaptors. As a consequence, the success of the program depends on capacitating the local implementers particularly in the early years. This is particularly salient in the case of the Philippines since as shown in earlier studies and reviewed by this study, localization efforts did not quite take off. Findings from this study, however, reveal that a less than favorable picture also characterizes the efforts at local capacity building in the first year of implementation of

the MTBMLE program. Of the four layers of practice in the three levels of governance examined in this study, only the teachers went through a preparatory training for MTBMLE implementation. They were likewise part of an existing Learning Action Cell that served as venue for a couple of school- and district-based professional development activities on MTBMLE. Their elderly neighbors and spouses extended translation assistance. Norms and relations of collegiality with their fellow Grade 1 teachers afforded them to regularly collaborate and work together in preparing their lessons and teaching materials before actual teaching (Matagumpay ES), and regularly compare notes on their lessons and their actual teaching (Kasarinlan CS). The teachers appreciated these forms of support and found them helpful in their teaching. However, they considered even these efforts inadequate, hence unproductive.

The social resources extended by DepED to build the capacities of instructional leaders tended to be aligned with their regulatory, monitoring and administrative functions. Only the principals expressed unfavorable assessment of this type of learning event.

In contrast to the teachers, instructional leaders had access to learning events organized by non-DepED institutions. It is in such occasions− an international conference on MTBMLE and a consultation on local language orthography−that topics and themes hewing closely to the teaching and supportive roles of instructional leaders were covered. These learning events were the only supports viewed as productive.

An analysis of all the learning events using the productivity construct developed for this study showed only four of the requirements for trainings in mother tongue instruction were provided to the local implementers. These four were theories of learning

and language acquisition; pedagogies; integration of local language and culture into the curriculum; and a focus on problems and tools integral to practice. However, the learning events that covered these topics (singly or in combination) were not undertaken on an ongoing, regular nor extended basis–also a requirement as per the analytical construct. They cannot thus be considered as productive.

Moreover, the findings showed that the social resources extended to local implementers did not include building their fluency in teaching and writing in/the mother tongue; and understanding of the learners' local culture, including an affirmation of their cultural identity. Specific to the instructional leaders, no form of support was extended to develop their understanding of the core ideas of the MTBMLE program and on mentoring teachers and modelling mother tongue instruction to them.

As for financial resources, only one support for learning was productive both from the perspective of the participants and the analytical construct. This was the Central Office-funded new scheduling pattern that reduced classroom teaching time.

The DepED allowed for use of the school's regular Maintenance and Other Operating Expenses fund (MOOE) for MTBMLE operations (see DepED Order 74, series 2009). The fund, already minimal to begin with, was consequently stretched thin with the additional MTBMLE demands. The emergent need among teachers for reproduction of the digitized Teacher's Guide into hard copies (since the latter's distribution was delayed) was the only expense principals managed to charge against this school fund. In sum, the resulting share for MTBMLE in the school MOOE was deemed unproductive by the principals and teachers.

The new designations created in the division (Division Supervisor in-charge of MTBMLE) and in one district (Pilantik district Principal-in-charge of MTBMLE and Field Assistant) were unfunded. In effect, these merely added responsibilities to the concerned personnel without compensating them. Thus, they were burdened, which had adverse consequence on their productivity.

Lastly, the mother tongue is the basic cultural resource for learning in the MTBMLE. The literature requires that the learners' mother tongue or first language shall be the language of instruction. In this, the MTBMLE is unproductive since the designated (hence official) mother tongue in both schools (Pamarisan for Kasarinlan CS and Bantog for Matagumpay ES) is not the mother tongue of majority of the learners. The teachers and instructional leaders themselves acknowledged such misalignment and its unproductivity.

On the Local Implementers' Challenges and their Recommendations

The local implementers faced many challenges that first year of MTBMLE implementation. The most emphatically and repeatedly mentioned among these was the lack of cultural supports for learning. Among the teachers, these concerned their tools for teaching, including the language of instruction itself. Given MTBMLE's thrust of localization of content and language, teachers were expected to develop their own teaching materials in all subjects with the Curriculum Guide as basis. This is a radical departure from the previous one-size, fits-all Central Office-prescribed curriculum. But the provision of Central Office-developed Teacher's Guides and Learner's Materials might have given the teachers the idea that the old set-up would still continue. To be sure, while the Central Office-developed teaching materials involved authors drawn from

the regional and division levels of DepED, the teachers' mass training issued instructions that these must be further localized. As it happened, the Central Office-developed teaching materials were not delivered on time. Given that teachers had not done localizing before and that they did not get adequate training in localizing, the teachers understandably felt like "*isinabak sa gyera na walang bala*" (sent to war without bullets). When the teachers finally accessed digitized copies of the Teacher Guides, their woes were compounded since the materials were not written in the official mother tongue of instruction. Also, even as most were native speakers of the official mother tongue of instruction, the teachers admitted inadequacy in teaching it as a subject and in using it for instruction. They expressed need for ongoing and regular trainings as a follow-up to their mass training in order for them to be further capacitated. They specified in particular that there should be trainings on the mother tongue as a language and on pedagogies with demonstration-teaching as part of the delivery mode. As well, they preferred teaching materials (Teacher's Guides, Learner's Materials) be developed and completed by the Central Office, ready before teacher trainings so that they can be trained on them before the school year starts.

The fundamental misalignment between the official mother tongue of instruction and the learners' mother tongue was a major challenge to teachers. Instead of facilitating teaching, the designated mother tongue had the opposite effect. The teachers, to a person, recommended that the home language of learners be the designated mother tongue of instruction.

The challenges encountered by the instructional leaders also concerned language constraints, again a problem concerning cultural resources. Specifically, these were in

terms of difficulties with locating materials in mother tongue (principals), in finding local writers in mother tongue (division supervisor); and teachers who are not native speakers of the mother tongue of instruction among the ranks of Grade 1 teaching staff (district supervisor). There were various recommendations as to whom to tap in the development of the teaching materials in light of such situation. In contrast to the teachers who preferred that the Central Office develop the teaching materials, one of the district supervisors recommended that this be done by the Division, while the division supervisor preferred writers outside DepED with DepED personnel merely serving as consultants.

In regard to social supports for learning, the principals and one of the district supervisors bewailed their lack of technical preparation for supervising mother tongue instruction. In view of this challenge, the principals recommended trainings for those in their position as well as the development of supervisory materials for their use to insure effective delivery of technical assistance to classroom teachers.

Another social resource challenge faced by one of the district supervisors and the division supervisor was the initial opposition from stakeholders, particularly parents and teachers. To head off opposition, the district supervisor and division supervisor suggested that MTBMLE advocacy campaigns be separate and distinct from those of K-12 so issues on mother tongue instruction would be adequately discussed, addressed, and understood. With respect to financial resources, funding at the local levels was characterized more by inadequacy if not absence. Along this line, the instructional leaders recommended an operations fund for MTBMLE at the school level separate from the regular school MOOE (principals); funding for ongoing trainings and conferences in

the districts and division (district and division supervisors); and funding for the development of localized teaching materials and for monitoring (division supervisor).

Discussion

As designed, the MTBMLE localizes the language of early literacy and instruction; the content of the curriculum; and the support systems. This implementation study of the program's first school year sought to examine whether and how capacities for localization were being developed among key agents across the various layers of practice (division supervisor, district supervisors, principals, and teachers) and levels of governance (division, district and schools) where these are critical. The findings highlight capacity gaps that relate to the integration of language and culture into the curriculum; on the teacher role as curriculum architects; instructional leadership; financial resources; and the mother tongue definition.

Capacity Gap in the Integration of Language and Culture into the Curriculum

The language of early literacy and instruction that the Matagumpay ES and Kasarinlan CS implemented was the lingua franca in the communities where the two school sites were located. With the exception of one of the teachers, such lingua franca was the teachers' native language. They all admitted, however, that teaching in/their own mother tongue was a major challenge. This finding reinforces Dekker's (2009; personal communication, January 8, 2012) observation that native speakers are often not literate in their own mother tongue and so must still learn to read and write in it for teaching the curriculum and discussing academic topics. It is likewise consistent with the research of Dutcher (2003) and Young (2009) showing that teachers still need to be trained in using

their first language for classroom teaching. The findings indicated that this need for building the MTBMLE local implementers' fluency in teaching and writing in the designated language of instruction was not productively addressed by the DepED. It might have been assumed that teachers who grew up speaking their own mother tongue would know automatically how to switch to teaching, reading, and writing in their own mother tongue, as the teachers themselves speculated.

From research on mother tongue-based bilingual or multilingual education, we learn the importance of teachers' knowledge and understanding of the local culture of the learners (Graham, 2010; Huong, 2009; Logjin, 2009; Quijano & Eustaquio, 2009; Un Siren, 2009), including an affirmation of their cultural identity (Dekker & Young, 2005). This study's findings bring to sharp focus the absence of support to the local implementers along these lines as none of their learning events focused on the local culture of the learners. Like the premise on mother tongue teaching among native speakers of mother tongue, the DepED might have also assumed that the teachers, being natives of the culture of their students, are already experts of said culture. What the DepED provided local implementers were learning events on how to integrate culture into the curriculum. However, as the findings showed, these were unproductive both from the point of view of the implementers themselves and the analytical construct. Part of the difficulties experienced by the teachers might have stemmed from their relative inexperience at adapting, localizing, and creating their own teaching materials in general, and in their own mother tongue specifically. Previous to the K-12 curriculum (of which MTBMLE is a part), they were already expected to do so in the bilingual policy as the

then-Basic Education Curriculum[1] mandated that "content shall be contextualized. The purpose is to make the curriculum sensitive to the learner's situation and the local culture" (BEC, 2002, p. 22). Teachers were expected to "contextualize knowledge and skills, drawing from the students' personal, community, sociocultural experiences to make the learning process more meaningful and relevant" (BEC, p. 22). But the initial DepED nationwide evaluation report[2] of actual implementation in the elementary schools did not include contextualization in its criteria. This suggests a lack of official emphasis on contextualization, hence it can be surmised that under such condition, teachers would not have seen any reason to include it in their practice. This might explain why the research participants were extremely challenged by the delay in Teacher's Guides and Learner's Materials–they were not used to developing and localizing their own teaching materials.

The capacity gaps in localization of language and localization of curriculum content suggested by the findings point to the need to provide supports for learning the local language and local culture even when implementers are locals themselves. The lesson here is that we must not assume that growing up using the mother tongue in conversational and informal settings automatically translates to fluency in reading, writing and teaching in mother tongue in academic settings. To use the discourse in linguistics, we could describe the teachers' fluency in their mother tongue as tending

---

[1] The Basic Education Curriculum was implemented from 2002-2012.

[2] Bureau of Elementary Education Monitoring Report 2006. A similar report done a year earlier at the secondary level included contextualization in its criteria. However, its framing had noticeably been narrowed to "learners' felt needs," suggesting only of individual experiences and excluding the cultural and social dimensions that in the original BEC documents were mentioned as integral to contextualizing knowledge and skills. Nowhere in the document was local culture, local situation, or learners' sociocultural experiences ever mentioned in relation to localizing the curriculum.

toward the level of Basic Interpersonal Communicative Skills that still must be honed to reach Cognitive Academic Language Proficiency levels. Teachers have never written in their home language so strong creative writing skills in the language have to be developed (Dekker, 2009, personal communication, January 9, 2012) if they are to localize the language of their teaching materials.

In the same way that we cannot assume that teachers who grew up speaking their mother tongue would know automatically how to switch to teaching, reading, and writing in their mother tongue, it would be a mistake to assume that teachers who share their pupils' culture would automatically incorporate that culture into their teaching. Having gone through bilingual education and standardized curriculum that systematically excluded minoritized cultures and languages including their very own, teachers might have come to see the world through the dominant discourse. Teachers, then, might need to unlearn a lot of internalized prejudices and biases toward their very own culture and language. They have to (re)learn to see their own community and culture in a new, affirming light (Dekker & Dumatog, 2004; Dekker & Young, 2005). Only then, perhaps, might they be able to transform their cultural knowledge for mother tongue instruction.

Capacity Gap in the Teachers' Role as Curriculum Architects

Integrating local language and culture into the curriculum requires shifts in views on the teacher role from passive recipients of materials developed by outside experts to the active roles of creators and theorizers of curriculum and co-constructors of knowledge (Torres-Guzman & Gomez, 2009). In this aspect, the findings suggest capacity gaps again. This could be drawn from the expressed preference by the local implementers for teaching materials to be developed by others far removed from classroom teaching: non-

DepED writers for the division supervisor; the Division for one of the district supervisors; and the Central Office for all the teachers. What this implies is a technician (Schon, 1983; Zumwalt, 1982) or clerical (Ayers, 2001) view of teaching, in which classroom teachers are seen only as mere mouthpieces and extensions of outside experts, lowly conduits of prepackaged ideas and received knowledge. Alarmingly, the teacher participants themselves hold this view. Discussing her preference for Central Office-developed teaching materials, one of the teachers, Tita, disclosed

> *Ang gusto ko, gawa na lahat ng Central Office ang mga materials para i-execute ko na lang. Meron na sanang Lesson Guide, lesson plan, subject matter, products at evaluation.* (I want that everything is already written by the Central Office−the lesson guide, lesson plan, subject matter, products and evaluation. So all I need to do is execute.)

The teacher-as-technician/clerk mindset among the participants might be traced to the lingering if not continuing effects of DepED's long history of top-down, one-size-fits-all curriculum (Bernardo & Garcia, 2006; Philippine Human Development Report, 2000) and centralized, hierarchical structure (Behrman, J., Deolalikar, A. & Soon, L., 2002; Philippine Human Development Report, 2000) in which teachers occupy the lowest rung and are perennially relegated to the receiving role with respect to curricular innovations and initiatives.

The fragmented, noncumulative, episodic, and irregular character of the handful of MTBMLE learning events seemed to have done little to counter the dominant narrative of the outside expert. In point of fact, their preparatory learning event might have even reinforced it given that its one-shot design and cascading approach[3] was more like what

[3] The cascading model of delivering trainings means a select number of supervisors, principals and teachers are trained in the central and regional levels and then they echo what they learned through division and school-level trainings.

Lieberman (1995) would characterize as "teaching as telling" (para. 10) in which teacher learning was seen as a "transferable package of knowledge to be distributed in bite-sized pieces" (para. 4) by outside experts.

Capacity Gap in Instructional Leadership

The MTBMLE teachers' capacity to teach in new ways depends on the division's capacity to support these changes. In the context of the DepED, the critical sources of support to teachers within the division in this study focused on the principal, district supervisors and division supervisor– all of whom are instructional supervisors and instructional leaders and as such are expected to "lead and assist teachers in improving teaching" (DepED Order 32, series 2009). Instructional supervision, in this sense, involves learning the substantive reform ideas and helping teachers learn these ideas (see Spillane & Thompson, 1997).

The findings suggest that the experience of supervisory support by the local implementers across the layers of practice ranged from none to minimal. The rare supervisory visits the teachers and school heads experienced consisted of monitoring and regulation rather than a focus on teaching the core ideas of the reform program. In an extreme case, the district supervisor of Pilantik district said she never received any technical assistance from the division or region supervisors at all. Moreover, all of the participants claimed no modelling of mother tongue instruction was done by any of the instructional supervisors for those over whom they exercised supervision.

The weak supervisory support could be explained by the related findings that the instructional leaders were neither capacitated on the core ideas of MTBMLE nor on how to help teachers to learn these ideas. The principals and one of the district supervisors

were acutely aware of this capacity gap. It was, in fact, the first thing they mentioned when asked about the challenges they faced that first year of implementation. Dr. Loresca, the district supervisor of Pilantik district, put it quite bluntly, "My problems*? Hindi kami tinuruan*" (We have not been capacitated). Without the benefit of a training to prepare them for instructional supervision of the new program, they started the schoolyear practically clueless ("*nangangapa kami*") on the MTBMLE, as Dr. Dela Rosa, principal of Matagumpay described how they felt. Dr. Loresca recalled her challenge at that time thus, "*Ano ba talaga ang MTBMLE? Paano ang* assessment*?" (*What really is the MTBMLE? How shall assessment be done?). Dr. Miguel, the principal of Kasarinlan CS admitted to not even knowing, well into the first quarter of the school year, that the designated mother tongue would be both a language subject and the medium of instruction for all subjects except English and Filipino.

All three aired concern on the adverse consequences of this capacity gap. Dr. Miguel expressed this thus, "How could I help the teachers teach the subjects when I myself was not trained (for MTBMLE supervision)?"

It is noteworthy, though, that in one school, Matagumpay ES, this gap in instructional leadership from the ranks of the principals and supervisors was filled by the Master Teacher. In the DepED organizational structure, the Master Teacher occupies the highest rank in the teaching track.[4] The position has four levels: Master Teacher I thru IV, although since its implementation in the 1970s, only the first two have been funded and filled. In all, they account for only one-tenth of all the teachers in a division. As designed, Master Teacher positions are actually for teacher-leaders and as such, teachers

[4]The other track is the administrative.

occupying them should provide assistance to fellow teachers for purposes of improving instruction.[5] For the most part, however, this has been more of a potential than real for two reasons. Firstly, reform programs rarely, if at all,[6] mobilize Master Teachers as a teacher-leader group who can spearhead implementation processes. There has not been any separate preparatory trainings for them, for instance. The MTBMLE was no exception in this regard as Master Teachers were lumped along with the rest of the teachers in the mass training. As the findings suggested, the Master Teacher felt just as clueless and unprepared as their colleagues.

Secondly, the ranks of Master Teachers have been often primarily utilized informally for administrative purposes, specifically as assistant to the principal.[7] Their leadership experiences tend to be administrative than instructional then. The attraction to and willingness to take on administrative function is understandable since for Master Teachers, there is no other avenue for promotion beyond the Master Teacher II. The administrative track offers higher positions (Principal I thru Principal IV) and better compensations, in contrast. So, even as their preeminent status as teachers in a school is recognized, Master Teachers get to exercise such instructional competence more often in

---

[5] Unlike the principals, district and division supervisors (who are instructional leaders as well), however, Master Teachers do not have evaluative power over their colleagues. The assessments they conduct are diagnostic and formative only.

[6] The Pilantik district supervisor mobilized the Master Teachers in the district in a workshop aimed to map the MTBMLE K-1 curriculum into four grading periods. As per interviews, the tapping of Master Teachers as a group for curriculum purposes was rare.

[7] There is a formal position of assistant principal in the DepED organization, specifically in big schools. However, the item has yet to be funded, hence, it remains unfilled. The need for such management assistance has occasioned the informal arrangement of tapping the highest ranked among the teachers to informally assume the function of assistant principal. This arrangement is without financial compensation.

their own classrooms only and less likely in teaching their fellow teachers. The long tradition of egg-crate and cell-like classrooms reinforcing teacher isolation might have further buttressed this set-up.

Still, as the findings from this study hinted, Estrella, the Master Teacher I of Matagumpay ES, managed to lead the collegial efforts of Grade 1 teachers and this was recognized and appreciated by them. In fact, they referred to her as their mentor. Her preparatory training might have limited her capacity for instructional leadership, however. Hence, her colleagues (and even she herself) acknowledged that the help they drew from their collegial efforts with her as their mentor were inadequate.

The untapped potential for performing the much-needed support role by the formal positions of Master Teacher, principals, district supervisors and division supervisor should be harnessed for MTBMLE purposes.

Gap in Financial Resources

Spillane and Thompson (1997) stress that financial resources interact with human capital and social capital through the staffing, time, and materials provided for the latter's learning. The findings suggested only one support for learning was productive both from the perspective of the participants and the analytical construct. This was the Central Office-funded new scheduling pattern that reduced classroom teaching time affording the teachers opportunities for working together on their lessons and teaching materials before actual teaching (Matagumpay ES) and regularly compare notes on their lessons and their actual teaching (Kasarinlan CS). These learning opportunities were appreciated by the teachers who found them a huge help, acknowledging that they managed to survive the schoolyear because of their fellow teachers. However, as they themselves expressed,

they need guidance from more knowledgeable others. This was where financial resources fell short as the new designations created in the division (Division Supervisor in-charge of MTBMLE) and one district (Pilantik district in-charge of MTBMLE and Field Assistant) aimed to provide guidance and support were unfunded. Hence, the designations merely added responsibilities to the concerned personnel without deloading nor compensating them, consequently adversely affecting their productivity as well as those of the MTBMLE teachers.

The DepED allowed for use of the school's regular Maintenance and Other Operating Expenses fund (MOOE) for MTBMLE operations (see DepED Order 74, series 2009). What the MOOE could offer to MTBMLE are funding support for activities aimed at improving learning outcomes and for procurement of office supplies needed in classroom teaching (DepED Order 60, series 2011).[8] Disbursed to schools on a monthly basis, the MOOE was however minimal, pegged to an estimated P250[9] per student per month. Given that the MOOE was also used to address a variety of school needs ranging from utilities and communications expenses; payment of salaries for janitorial and security services, it was consequently stretched thin with the additional MTBMLE demands during the period of study. As per findings, the emergent need among teachers for reproduction of the digitized Teacher's Guide into hard copies (since

[8] In a subsequent issuance, these activities were specified as school-based training and activities designed to address the most critical needs that will improve learning outcomes. such as..Learning Action Cells (LAC)." Additionally, the supplies needed for classroom teaching that shall be funded included "reproduction of teacher-made activity sheets and other resources that may be downloaded from the Learning Resource Management and Development System portal" (DepED Order 13, series 2016, n.p.).
[9] Around $6.

the latter's distribution was delayed) was the only expense principals managed to charge against this school fund. Thus, the resulting share for MTBMLE in the school MOOE was deemed unproductive by the principals and teachers.

Mother Tongue as Lingua Franca

With its long history of monolingual (Spanish and American occupation) and bilingual (starting 1974 onwards) policies in education, the Philippines took a "radical" (Cruz, 2010, p. 48) shift towards multilingualism with the Department of Education's institutionalization of the Mother Tongue-Based Multilingual Education (MTBMLE). The multilingual program, as so-named, rests on mother tongue. Crucial to the implementation of MTBMLE in the study sites then, would be the definition of mother tongue and the identification of the mother tongue for early literacy and instruction.

In its rationale for the policy change, the DepED issuance that laid the foundation for the MTBMLE program pointed to the

> lessons and finding of various local initiatives and international studies in basic education (that) have validated the superiority of the use of the learner's mother tongue or first language in improving learning outcomes and promoting Education for All. (DepED Order No. 74, series 2009, n.p.)

Note that the issuance used mother tongue interchangeably with learner's first language (L1). In the enclosure to this DepED order, L1 or mother tongue is also taken to mean "the language the child knows best/uses most" (Enclosure No. 2 to DepED Order No. 74, series 2009, n.p.). The issuance additionally proffered two bridging plans for teaching and curriculum development as learners move from their first language to other languages of literacy and instruction (L2, L3, and so on). Plan A would be implemented

when L1 is Mother Tongue, L2 is Filipino, L3 is English, while Plan B would be for schools where L1 is Filipino, L2 is English, L3 Local Language, L4 Foreign Language. A subsequent issuance, DepED Order 16, series 2012, defined the implementing guidelines for MTBMLE. In it, Mother Tongue is still used interchangeably with learner's First Language (L1) but now is expressly prescribed as a subject from Grades 1 to 3, and as medium of instruction in all "domains/learning areas from Kindergarten through Grade Three except in Filipino (L2) and English (L3)." The issuance further specifies that the mother tongues to be officially included in the curriculum shall be the eight major languages or Lingua Francas (LF) in the country and four non-major languages. The issuance also stipulates two models for using the mother tongue as medium of instruction: Model 1 in which the children's Mother Tongue is used; and Model 2 for schools where there are "three or more Mother Tongues or variations of the LF without an approved orthography spoken by the pupils." For the latter, the Lingua Franca in that area shall be used as medium of instruction (DepED Order 19, series 2012, n.p.). Thus, this issuance broadened the mother tongue definition to include Lingua Franca (not just learners' first language; or what learners use most/know best) on one hand, and narrowed down the options for the localization of language of literacy and instruction to just 12 languages on the other. The findings of this study suggest the unproductive consequences of Model 2 as implemented in the study sites, particularly to the classroom implementers–the teachers–and their students.

As per interviews with all the research participants, the language that majority of their learners in each school know best, use most, and, in fact their first language and home language, is not their community's lingua franca nor the major language associated

with it but Tagalog.[10] What various studies significantly established as the productive mediating role of the learners' mother tongue between home culture and school culture (and which the DepED Order 74, series 2009 itself cited) was thus not evident in the case of the two schools. The teachers spoke of their major challenge of switching or doing back translation–shuttling between the designated mother tongue and the learners' mother tongue in attempts to make lessons comprehensible to the learners. All the local implementers likewise spoke of the learners' struggles in coping with the lessons and with the designated language through which these were delivered. The designated mother tongue, thus, was viewed by the implementers as hindering instead of facilitating learning; and unduly burdening instead of easing teaching. All of them recommended that the first language of learners, Tagalog, be the designated mother tongue of instruction.

In a substantive way, this fundamental misalignment between the mother tongue of the learners and the designated mother tongue (the Lingua Franca or major language associated with the community) might be considered just as submersive (Tulasiewicz & Adams, 1998), decapitalizing (Rojo, 2010) and subtractive (Skutnabb-Kangas, 2000; Valenzuela, 1999) as the previous monolingual and bilingual policies in the country in that it denies the learners in the two school sites their own linguistic resources.

[10] The local implementers interviewed for this study referred to the first language of students as Tagalog but they said it is the Tagalog in the media and the kind that can be understood anywhere in the country. It is then more like the Filipino national language and the Filipino taught as a subject and medium of instruction in some subjects, than the Tagalog spoken in the southern parts of Luzon and originally the basis for the national language.

Analysing census data in 1960 and 2000, Young (2011) notes already the demographic and linguistic shifts in the Philippines with Tagalog emerging as the dominant mother tongue people self-identify with, overtaking Cebuano of the earlier census period. This shift is apparent in the school sites as the younger generation's first language, the language taught and used to them at home, is Tagalog even as the parents' mother tongue remains the major languages associated with the community (Bantog in Matagumpay ES; and Pamarisan,and other languages in the migrant hub location of Kasarinlan CS). In view of this recent development, a reconsideration of the model being used in the MTBMLE implementation whereby the Mother Tongue is defined as the Lingua Franca in the area might be warranted.

Recommendations for Policy and Practice

The MTBMLE, as planned, signaled shifts in the Philippine public school system. Its thrust of localization of language departed from the bilingual policy and suggested moving away from the social premium placed on English, the colonial language. Its focus on localization of content heralded a move away from DepED's long history of one-size-fits-all curriculum. Its push for localization of support systems indicated a swing away from hierarchical operations of organizing work in the department. However, MTBMLE's first year of implementation in the two school sites suggested patterns that tended to reinforce institutional continuities rather than institutional shifts. As the findings showed, the critical resources or capacities for change that the literature on MTBMLE, evaluative studies of DepED programs on similar local language initiatives, and the MTBMLE policy itself, specified as requirements for implementation

were not productively provided to the local implementers. Additionally, the resource gaps or capacity gaps appeared to be underpinned by a continuing command structure as evident in the Central Office issuances' limiting definition and subsequent limited interpretation of mother tongue; the Central Office production of Teacher's Guide and Learner's Materials; and the cascading character of trainings which reinforced the view of expertise as emanating from the national trainers. The first year of MTBMLE implementation in the two schools might be described as a new social reorganization of discourse filled with old discourse processes (Cohen, 1990). Tyack and Cuban (1995) make the observation, though, that such is the norm in school reforms.[11] To get past the force of the status quo (what they call the "pedagogical custom" which they admit cannot be underestimated), Tyack and Cuban propose two strategies: hybridize the new with healthy elements of those that are already there, a process they call tinkering; and to do so from inside out, instead of top-down. The first set of recommendations on policy and practice in this section is framed by this view of Tyack and Cuban. The recommendations focus on existing elements in DepED which contain potential for addressing the MTBMLE capacity gaps from inside out and thus might be adapted and reworked for the program's purposes, namely: the Learning Action Cells; the instructional leadership positions of Master Teachers, Principal, and Supervisor; and the alternative definition of Mother Tongue.

The second set of recommendations on policy and practice covers those that have yet to be put in place, namely bridging programs on language and culture; separate funding for MTBMLE operations and staffing; and legislation.

---

[11] They write, reforms "tended to layer, one on top of another" (p. 76), rarely replacing "what is there" (p. 83).

Strengthening of Learning Action Cells

To change teachers' beliefs about their technician role, they must experience teacher learning as a practice of their own expertise.[12] The findings suggest the presence of social supports for learning in the two schools and districts that were as yet considered unproductive but may potentially evolve into powerful social capital for transforming the technician/clerk mindset among the Grade 1 teachers. These two are the internal norms and relations of collegiality and the Learning Action Cell.

Informal and emergent as asocial support for teacher learning, the internal norms and relations of collegiality evident among Grade 1 teachers arose out of the shared challenges of teaching in/the designated mother tongue. Driven by difficulties with translation and the lack of mother tongue instructional materials, the Grade 1 teachers came out of the privacy of their classrooms to seek out their fellow teachers in their school. Together, they built their mother tongue vocabulary, and their teaching materials. They readily admitted to their mistakes and difficulties to one another, and seem to have no reservations in opening their teaching practice to group consideration and discussion. The traditional egg-crate and cell-like walls of classrooms, critiqued in literature for reinforcing teacher isolation that discourages professional development (see Darling-Hammond, 1997; Lortie, 1975) appeared to show signs of weakening to a certain degree, allowing for teacher collaboration on problems of practice.

The formal Learning Action Cell in schools and districts, ostensibly, as per records, aimed at professional development of teachers. During the period of study, it

[12] Elmore (2010) writes about this in his essay Reflections on the Work of School Reform. He says he used to think it is beliefs that change practice but after decades of work in school reform, he now thinks it is people's practices that change their beliefs.

was undertaken for the most part in an irregular, fragmented, noncumulative manner. The Pilantik district supervisor used the Learning Action Cell to address the problem of dearth in teaching materials written in the designated mother tongue of instruction. She organized a writing workshop involving the district's Grade 1 teachers who then translated rhymes, songs, and poems which were subsequently collated into a sourcebook that was used by all Grade 1 classes in the district. The Kasarinlan CS principal held two Learning Action Cell sessions to troubleshoot MTBMLE problems, one of which concerned her and her non-Grade 1 teaching staff's own cluelessness about the program.

These two social supports for learning exhibit two features which contain potential for bridging teacher learning from mere telling to transformative learning. Firstly, they involved collaboration among the teachers themselves; and secondly, they were marked by a focus on concrete problems of practice and the (potential for) learning in them was embedded in the actual performance of the job - what Ball and Cohen (1999) would call learning in practice. Teachers thus were involved, although still in a limited fashion, in defining and shaping their own problems of practice (Lieberman, 1995). If MTBMLE teachers were to move away from the technician-clerical view of teaching, their professional learning or development has to involve a strengthening of these two social resources or social capital for they contain the potential for drawing from and actually practicing teacher expertise.

The Learning Action Cells, with their irregular, one-off, discrete character, should be redesigned into an ongoing, sustained, in-school learning. The existing informal collegial relations, with the evolving trust established therein, can be the foundation and reinforcement for the formal Learning Action Cells.

To move these two social supports for learning beyond superficial aspects of practice and towards more grounded collaborations for instructional reform, the participation "of one or more members…having already developed relatively accomplished practices" is important (Cobb & Jackson, 2012, p. 492). The teacher-participants themselves recognized such need for a more knowledgeable and experienced other (Forman, 2003, as cited in Cobb & Jackson) who can directly provide expert guidance. Jacquiline's outlook captured the prevailing sentiment on this:

> *Kulang pa (yung s*upport). *Pare-parehas kaming first timers kasi. Sana, mas may nakakaalam na mas mataas – for example,* supervisors *para maintindihan namin at mas maganda pa ang pagtuturo.*(The support from my fellow Grade 1 teachers was still inadequate because we were all first timers. I wish there was support coming from those above us− such as supervisors−so that we would understand better and we could have taught more effectively.)

The studies of Spillane and Thompson (1997) on local capacity in the United States setting suggest that such critical role can be taken on by administrators and teacher leaders in districts. Analyzing the Philippine public school system, the present study compared the division level of governance to the district in the United States setting and identified the principal, district supervisor, and division supervisor as those who can provide the necessary support since like the district administrators and teacher leaders in the United States, they are the instructional leaders nearest to the classroom teachers. The data from the present study also indicated the teacher leadership exhibited by the Master Teacher in one school. These layers of practice at various levels of governance closest to the classroom−the Master Teacher, School Principal, the District Supervisor, and the Division Supervisor−should be tapped and capacitated to assist in the strengthening of Learning Action Cells as a productive context for teacher learning.

Capacitating Instructional Leadership

Capacity building for the local implementers of MTBMLE must address the gap in instructional supervision. Instructional leaders are themselves important capital or resource for building teacher capacity as the expert guidance from them can be a primary support for learning (see Cobb & Jackson, 2012). Particularly as the curriculum requirements of localization of language and local culture integration put premium on teacher expertise, the strengthening of instructional leaders–leaders closest to schools and classrooms–assumes urgency as they can provide the necessary support for in-school, ongoing, and sustained teacher learning. However, this can only be realized and become productive if the instructional leaders are first and foremost capacitated in teaching, mentoring and modeling roles, rather than regulatory and command-and-control roles (Honig, 2007). For the potential of these positions of instructional leadership to be harnessed, they need to go through extended and sustained professional development that covers substantive knowledge of the MTBMLE reform ideas and the know-how to help others learn these ideas. This means that for the principals, district supervisors and division supervisor, their learning events should go beyond policy orientation or project management, as is the usual fare for them. The Master Teachers must similarly be provided with learning opportunities beyond what the rest of the teachers go through.

Moreover, the shift of emphasis from regulatory, command-and-control role to support and teaching role in instructional leadership requires a shift from top-down to decentralized governance and an emphasis on partnership (Honig, 2007). This means, for the division, less emphasis on hierarchical placement and instead according more weight to sharing of expertise and responsibilities for mentoring and scaffolding purposes.

Mother Tongue as the First Language of Learners

The implementing guidelines (DepED Order 16, series 2012, n.p.) list Tagalog as one of the eight major languages to be considered for MTBMLE implementation so a shift to the first language of the learners in the two study sites (i.e., Tagalog, Filipino) as medium of instruction would not constitute a deviation from the policy. Furthermore, the shift would still be aligned with one of the two models of using Mother Tongue as Medium of Instruction (MOI) in the MTBMLE program, specifically Model 1: "the Kindergarten or Grade 1 shall be taught in the children's MT…" (Enclosure to DepED Order 16, series 2012, n.p.). The shift would merely constitute a modification in the administration of the program, from the Lingua Franca model to the children's Mother Tongue model. By so doing, the language development, cognitive development, and academic development that MTBM-MLE aims for might be productively mediated. To be sure, there is a fourth aim that the MTB-MLE program unequivocally articulates: the development of "socio-cultural awareness which enhances the pride of the learner's heritage, language and culture" (Enclosure to DepED Order 16, series 2012, n.p.). This implies a view of language as not purely a technical and pedagogical tool but it is also, as Tsui and Tollefson (2007) propose, a cultural artifact carrying the characteristics of its context, and the history, beliefs, values and entire lifeways of its speakers. As well, implicit in it is a recognition of what in the literature is described as hierarchical relations among languages and their speakers (see Phillipson, 1992; Snow, 2010). Lastly, it indicates a revaluation and inclusion of what have been hitherto peripheralized and excluded: the local languages and cultures. A shift to the children's MT model (meaning use of the national language, Tagalog/Filipino as language of early literacy and

instruction) among the students in the two schools would remain consistent with this sociocultural objective of MTBMLE to revalorize the learners' heritage, language, and culture. There are grounds to believe this is feasible. Firstly, the program expressly requires instructional materials to reflect local people, events, realities, and should be appropriate to the culture of the learners (Enclosure No. 1 to DepED Order 74, series 2009). As fleshed out in the program's Bridging Plans, this means that "stories, activities, lessons in all subjects should first begin with local places, events, plants, animals, and cultural practices" (Enclosure No. 2 to DepED Order 74, series 2009 n.p.). Content localization or indigenization is integral to the program, then. So long as the instructional content remains grounded in community life and practices and not slide back to the one-size-fits-all curriculum that the previous bilingual policy was critiqued for, a transformation in the attitudes of children toward their heritage and culture might likely take place. That the vehicle for delivering local instructional content is the national language does not pose a contradiction since it can be considered, in some respect, local (vis-à-vis foreign languages, to be exact). For a country fragmented not just by its archipelagic geography but also by a long history of colonial subjugation and a host of contemporary postcolonial issues, signs of an emergent national language among the younger generations offer possibilities for developing a consciousness that valorizes the local that is the Filipino language and Filipino nation.

Secondly, the program's multilingualism accommodates local languages of the community. As outlined in the MLE Bridging Plans, those who use Filipino as their First Language (L1) would be taught the local language as their third language or L3. The L3 shall be a language subject, like English, which is treated as the second language or L2 in

this bridging plan). (Enclosure No. 2 to DepED Order 74, series 2009 n.p.). In the schools studied, this local language is Pamarisan for Kasarinlan CS and Bantog for Matagumpay ES. A re-ordering of the sequence in which these languages are going to be taught might be more productive, however. Instead of treating Pamarisan and Bantog as third language, it is more reflective of the learners' situation to consider these local languages as second language. The students grew up and or reside in communities that use Pamarisan or Bantog, not English, as medium of wider communication. Given that a key component in mother tongue-based bilingual and multilingual education starts in a language the learners already speak (L1), then proceeding from what the learners already know into the unknown (Kosonen, 2005), it might be more facilitative if the English foreign language would be taught as the third language, not the second one.

For this modification of the administration of MTBMLE, a language mapping of students (not only of communities) should be undertaken. The mapping must directly involve not the adults (be they parents, guardians, teachers) but the students themselves as respondents, and should be undertaken before implementation.

Moreover, the development of a critical mass of creative writers in the mother tongue (L1) and lingua franca (herein proposed as L2) languages in the division is essential since effective mother tongue based multilingual instruction requires the availability of literature in these languages (see Quijano & Eustaquio, 2009; Wildsmith-Cromarty, 2009; Young, 2009). For this to be possible, bridging programs for local teachers must be put in place and institutionalized.

Bridging Programs

Mechanisms that shall bridge teachers' present knowledge and understanding of their own language, own culture, and of themselves as language users and culture bearers towards those required in the MTBMLE implementation are necessary. An approach such as what an experimental program in a Lubuagan community in Northern Philippines used might be instructive in this regard. The program organized a series of writing workshops spread over an extended period that prepared local teachers to transition from reading and writing in the languages of their formal schooling and teaching to reading and writing in their mother tongue. The workshops used traditional community practices as materials for writing. As teachers were honing their local language skills, then, they were also already practicing skills at curriculum indigenization or content localization. Equally important, the focus on their traditional community practices in their writing workshops allowed them to reflect on, remember, recover, and affirm their lost cultural identity (Walter and Dekker, 2011; Young, 2011). This bridging approach thus involved not merely transmission and acquisition of more and additional skills, but also a reconstruction and transformation of the ways local teachers viewed and used their own language and culture–the kind of significant learning necessary in instructional reform (Brown & Campione, 1990, as cited in Spillane & Thompson, 1997).

A Separate MTBMLE Operations and Staffing Fund

Spillane and Thompson's (1997) study on local capacity suggests that successful local reformers channel financial resources more on sustained and extended conversations about reform, emphasizing learning new ideas over a long period of time instead of one-shot trainings. The literature also makes a case for the transformative

effects of learning-in-practice or actual doing of the job, as opposed to one-off and discrete events that take place outside the contexts in which the learning is going to be used (Ball & Cohen, 1999; Lieberman, 1995).

The Learning Action Cells in the study sites could potentially offer learning opportunities of this kind since these are school- based, and as the findings suggested, focused on problems of practice. For this reason, the Learning Action Cells should be further supported with its own operations fund. However, this should not be undertaken by merely infusing additional funding, as Spillane and Thompson (1997), Malen and Rice (2004), and Hatch (2009) advise. How well the funds shall be used in providing staff, time, and materials for learning in Learning Action Cells must also be considered. To this end, it is recommended that financial resources for staffing (particularly instructional leadership that shall provide expert guidance to the Learning Action Cells) should complement the MTBMLE operations fund.

Legislating the Mother Tongue Policy

The MTBMLE's mandatory character stems from departmental issuances,[13] and so, it is limited in character and can easily be rescinded with a change in the highest official of the DepED or the country. Enacting into law the use of mother tongue as medium of instruction and as a language subject would make the instructional reform likelier to persist (see Tyack and Cuban, 1995). This is so because laws contain funding and enforcement provisions which can be utilized as resources for implementation and sustainability. Further, a legislative fiat implies growth of MTBMLE constituency

[13] DepED Orders

reaching across two branches of government (the executive and the legislature), a development that, by virtue of their leadership and legitimating character as institutions, can further strengthen the MTBMLE.

Recommendations for Research

The recommendations for research emerge from a critique of the present study and an identification of areas for further research. The critique highlights the shortcomings of this study and the things that could have been done differently. The areas for further research include fruitful areas that might be explored given the study's findings, discussion, and the related literature, so that the study's recommendations on policy and practice can be put in place.

Critique of Study

The sampling of schools (which subsequently determined the district sample) was based on the nominations by the division supervisor. The study's purposive sampling−as originally planned−required identifying one school representing each of the two local languages in the division (Pamarisan and Bantog) and that one of the two schools should still have majority of the students using the local language as their first language or mother tongue. However, the reliance on nominations by the division supervisor proved facilitative only with respect to the former. The study, thus, missed covering a school that exhibits the latter. A study that would manage to include such a school would broaden the "range of teaching contexts" (Hargreaves, 1996, p. 16) on which to base analysis and thus could conceivably yield quite different findings.

This study was done retrospectively, with the data gathering done more than a year after the period it focused on. This might have afforded the participants time and space for a more detached and analytical reflection on their experiences. However, the time lapse might have also increased the risk of memory lapse. A research design that allows for documenting critical incidents as they happen (for instance, participatory research or process documentation) could offer a richer and more nuanced account of the implementation process.

This study expanded the construct of productivity as indicated by Malen and Rice (2004) who measured required resources in terms of what the implementers felt they needed. This study went beyond perceptions of implementers and included the requirements as could be drawn from literature on the practice of mother tongue instruction and local capacity building. Such an analytic concept contributes to the refinement of the heuristic tool of productivity since the identified requirements are research-based, not merely based on perceptions.[14] Nevertheless, the analytical construct was limited to the reviewed literature only and thus, not exhaustive nor comprehensive.

Moreover, given the retrospective nature of the study, the analytical construct could capture only the existence of the required resources, that is, whether the required resources for MTBMLE implementation were made available in the research sites. A research that could broaden the construct to include more resource requirements, if any; the quality of these resources; how they have actually been used; and the actual consequences resulting from such use, might contribute further to the refinement of productivity as a heuristic tool.

---

[14] Malen and Rice (2004) themselves acknowledged the limitation of their construct in that it assumes implementers know the required resources for meaningful reform.

Further Research

The implementation of a policy in an intergovernmental system involves four passages, namely, from policy decision to government program or "administration"; from government program to local adoption or "adoption"; from local adoption to implemented local practices or "micro-implementation"; and from local practice to outcomes or "technical validity" (Berman, 1978, as cited in Goertz, 2006). This study's focus on local implementers covered the second and third passages. The qualitative design offered opportunities for surfacing the voices of the local implementers from the division, to district, to school, to the classroom levels. It allowed for capturing their experiences and views, their definitions of their problems and their proposed solutions to these. However, given that the definition for mother tongue proved consequential to MTBMLE implementation in the study sites, future inquiries could consider the inclusion of voices from the Regional and Central Offices towards an understanding of the prior passage from policy decision to administration. That way, a broader grasp of the needed modifications in the design or administration of the policy might be reached.

The localization of content entails incorporating the culture of learners into the curriculum. Ethnographic studies on the local practices and lifeways of the Pamarisan- and Bantog-speaking communities could be important references for this purpose. In addition, the dialectical variations across the communities of Pamarisan and Bantog can similarly be documented with the findings feeding into the evolving

orthographies[15] of both local languages. Such research agenda can form part of the activities of Learning Action Cells and bridging programs, thus, help further local implementers' expertise.

This study identified emergent relations of collegiality among the participants. Subsequent studies might explore whether and how these evolve into professional learning communities and communities of practice and the enabling or hindering factors to these.

Strengthening instructional leadership for mother tongue instruction involves a shift in emphasis from regulatory, command-and-control roles to partnership and teaching roles. To Honig (2007), this shift requires moving from top-down arrangements to decentralized governance. This study's findings showed that even as the formal law (the 2001 Basic Education Governance Act) and implementing guidelines (such as the 2006 Basic Education Sectoral Reform Agenda, the School Based Management framework; DepED Order 74, s. 2009) that effectively institute decentralization in the DepED are in place, MTBMLE supervision still tended toward regulatory, command-and-control functions. Moreover, the policy decision on the mother tongue to be used for instruction appears to reflect top-down arrangements. An inquiry into prevailing structures and processes in the DepED that might be working to impede decentralized

[15]DepED's long history of neglecting local languages (Dekker &Young, 2005) left them with very few printed materials and undeveloped orthographies (Gonzales, 2003). Of the two local languages in the study, Pamarisan has the better developed written works. Its orthography, however, finds little resonance among the Pamarisan-speaking teachers and students in the study. They complain that a lot of the vocabulary is unfamiliar. This case reflects the dialectical variations within Pamarisan-speaking communities. The Pamarisan orthography, per interviews with the teachers, is largely based on the variant spoken in two provinces further west which is not the same as the Pamarisan used in the community in which the study site is located.

governance would be valuable to designing and successfully implementing initiatives aimed at capacitating instructional leaders for mother tongue instruction programs.

Cobb and Jackson (2012, p. 498), citing works in teacher education by Cochran-Smith and Lyttle (1999) and Grossman and McDonald (2008), write that "a time frame of 2-3 years would be appropriate for teachers to develop ambitious instructional practices with adequate support." Such a time-frame might be applied in future evaluative studies of bridging programs on local language and culture for teachers and capacity building of instructional leaders.

It has been five years since the implementation of MTBMLE where the mother tongue of instruction was based on lingua franca. An evaluative study based on the school performance of students who were products of that approach could allow for research-based decisions on reconsidering what mother tongue shall be used in the Mother Tongue-Based Multilingual Education.

Concluding Thoughts

Curriculum relevance and language of instruction were identified by various reports as crucial factors in improving student performance in the Philippines. In localizing the language and content of instruction, the MTBMLE policy, as planned, appears to address these twin concerns. As articulated in its aims, the MTBMLE recognizes their facilitative role in promoting learner language development, cognitive development, and academic development. But beyond the pedagogical value, the MTBMLE acknowledges as well their sociocultural function of enhancing the pride of the learners in their heritage, language and culture. Given the country's long history of

standardized curriculums with their one-size-fits-all approach and Western, colonial paradigms, and language policies with their preferential treatment of the colonizer's language (English) and/or national language, the MTBMLE arguably constitutes a substantial shift in educational policy in this regard. In this sense, it is a curriculum of possibility (Greene, 2001) for transformation– at least at the level of purposes and policy talk (Tyack and Cuban, 1995) or espoused theory of action (Hatch, 2000). The policy's actual implementation is as equally decisive to its effects as its theory and purposes, however (Berman, 1981, as cited in Snyder, Bolin & Zumwalt, 1992). For this reason, this study focused on the operationalization of the MTBMLE policy in the local levels on the first year of implementation. The findings suggest gaps in capacitating the local adopters/adapters who were the critical implementers in the study sites. Whether and how these gaps are going to be addressed in the continuing, complex, and incremental processes of implementation in the subsequent years shall determine whether MTBMLE's possibility leans towards promoting genuine transformation or mere reproduction of customary instructional practices.

REFERENCES

Adjei, P. (2007). Decolonizing knowledge production: The pedagogic relevance of Gandhian satyagraha to schooling and education in Ghana. *Canadian Journal of Education, 30*(4), 1046-1068.

Afolayan, A. (1976). The six-year primary project in Nigeria.in Bamgbose, Ayo. (Ed.), *Mother tongue education: The West African experience* (pp. 113-134). London, England: Hodder and Stoughton Educational.

Alangui, W. (1997). *Indigenous learning systems in a Kankana-ey community*. Manila, Philippines: University of the Philippines, Literacy Co-ordinating Council of the Philippines, and Department of Education, Culture and Sports.

Alidou, H., Boly, A., Brock-Utne, B., Diallo, Y., Heough, K. & Wolff, H. (2006). *Optimizing learning and education in Africa - the language factor: A stock-taking research on mother tongue and bilingual education in sub-saharan Africa*. Paris, France: Association for the Development of Education.

Arnove, R. (2010). Who names the world with what consequences? In B. Brock-Utne & G. Garbo (Eds.), *Language and power: The implications of language for peace and development* (pp. 126-132). Dar es Salaam, Tanzania: Mkuki na Nyota Publishers, Ltd.

Ayers, W. (2001).*To teach: The journey of a teacher*. New York, NY: Teachers College Press.

Baker, C. (2006). *Foundations of bilingual education and bilingualism* (4th ed). Clevedon, England: Multilingual Matters.

Ball, D. & Cohen, D. (1999). Developing practice, developing practitioners: Towards a practice-based theory of professional education. In G. Sykes and L. Darling-Hammond (Eds.), *Teaching as the learning profession: Handbook of policy and practice* (pp. 3-32). San Francisco, CA: Jossey Bass.

Banks, J. (1998). The lives and values of researchers: Implications for educating citizens in a multicultural society. *Educational Researcher, 27*(7), 4-17.

Bautista, C., Bernardo, A., & Ocampo, D. (2009). Department of Education: When reforms don't transform. In *Philippine Human Development Report 2008/2009* (pp. 65-100).Quezon City, Philippines: Human Development Network.

Behrman, J., Deolalikar, A. & Soon, L. (2002). *Promoting effective schooling through education decentralization in Bangladesh, Indonesia, and Philippines* (ERD Working Paper Series No. 23). Manila, Philippines: Asian Development Bank.

Benson, C. (2004). *The importance of mother tongue-based schooling for educational quality*. Background paper for the 2005 EFA Global Monitoring Report. Paris, France: United Nations Educational, Scientific and Cultural Organization.

Bernardo, A., & Garcia, J. (2006). School improvement in a centralized educational system: The case of Philippine basic education. In J. C. K. Lee & M. Williams (Eds.), *School improvement international perspectives* (pp. 227-244). Hauppauge, NY: Nova Science Publishers, Inc.

Bloch, C. (2009). Enabling biliteracy among young children in South Africa: Realities, visions, and strategies. In M. Torres-Guzman & J. Gomez (Eds.), *Global perspectives in multilingualism: Unity in diversity* (pp. 10-35). New York, NY: Teachers College Press.

Borko, H., Wolf, S., Simone, G., & Uchiyama, K. (2003). Schools in transition: Reform efforts and school capacity in Washington state. *Educational evaluation and policy analysis*, *25*, 171-201.

Brock-Utne, B. (2000). *Whose education for all? The recolonization of the African mind*. New York, NY: Falmer Press.

Brock-Utne, B. (2001).Education for all−In whose language? *Oxford Review of Education*, *27*(1), 115-134.

Brock-Utne, B. (2006). Learning through a familiar language versus learning through a foreign language: A look into some secondary school classrooms in Tanzania. In B. Brock-Utne, Z. Desai & M. Qorro (Eds.), *Focus on fresh data on the language of instruction debate in Tanzania and South Africa* (pp. 19-41). Cape Town, South Africa: African Minds.

Bureau of Elementary Education (2006). *An Evaluation of the implementation of the Basic Education Education Curriculum at the elementary level*. Manila, Philippines: Bureau of Elementary Education, Department of Education.

Bryk, A. & Schneider, B. (2002). *Trust in schools: A core resource for improvement.* New York, NY: Russel Sage Foundation.

Castillo, E. (2008, May). *Mother tongue instruction in the Philippine schools*. Paper presented at the Fourth International Conference of Philippine Social Science Council held at the Philippine Social Science Center, Quezon City, Philippines.

Cherryholmes, C. (1993). Reading research. *Journal of Curriculum Studies, 25*, 1-31.

Cobb, P. & Jackson, K. (2012). Analyzing educational policies: A learning design perspective. *Journal of the Learning Science*, *21*(4), 487-521.

Cochran-Smith, M. & Lyttle, S. (1999). Relationship of knowledge and practice: Teacher learning in communities. In A. Iran-Nejad & C. D. Pearson (Eds.), *Review of research in education, Volume 24* (pp. 249-306). Washington, D.C.: American Educational Research Association.

Cohen, D. (1990). A revolution in one classroom: The case of Mrs. Oublier. *Educational evaluation and policy analysis, 12*(3), 311-329.

Cohn, M. (2007). *Building capacity for sustainability: High school staffs and the improvement of learning and teaching*. Retrieved from ProQuest Digital Dissertations. (UMI3275858)

Constantino, R. (2000). The miseducation of the Filipino. *Journal of Contemporary Asia, 30,* 428-444.

Corcoran, T. & Goertz, M. Instructional capacity and high performance schools. *Educational Researcher, 24*(9), 27-31.

Cosner, S. (2005). Towards a human capital development strategy: Uncovering the approaches used by a high school principal to support teacher learning. In W. Hoy & C. Miskel (Eds.), *Theory and research in educational administration: Educational leadership and reform* (pp. 233-264). Greenwich, CT: Information Age Publishing.

Cosner, S. (2009). Building organizational capacity through trust. *Educational Administration Quarterly, 45*(2), 248-291.

Council for the Welfare of Children (1999). *The Child's Right to Education*. Manila, Philippines: Council for the Welfare of Children.

Creswell, J. W. (2005). *Educational research: Planning, conducting, and evaluating quantitative and qualitative research.* Upper Saddle River, NJ: Pearson/MerrillPrentice Hall.

Cruz, I. (2010). Mother tongue education. In R. Nolasco, F. Datar, & A. Azurin (Eds.), *Starting where the children are (A collection of essays on Mother Tongue-Based MLE and language issues in the Philippines* (pp. 48-51). Quezon City, Philippines: 170+ Talaytayan MLE Inc.

Cueto, S., Munoz, I. & Leon, J. (2008). *Confronting inequalities: The cognitive skills gap for children in four countries*. Oxford, United Kingdom: Young Lives. Retrieved from www.younglives.org.uk.

Cummins, Jim. (2000). *Language, power and pedagogy: Bilingual children in the crossfire.* Ontario, Canada: Multilingual Matters.

Cummins, J. (2001). Instructional conditions for trilingual education. *International Journal of Bilingual Education and Bilingualism, 4*(1), 61–75.

Darling-Hammond, L. (1997). *The right to learn*. San Francisco, CA: Jossey-Bass.

Darling-Hammond, L., & McLaughlin, M. (1995). Policies that support professional development in an era of educational reform. *Phi Delta Kappan, 76(8),* 597-605.

Dekker, D. (2009, March). *Lessons in teacher training: Teachers in a minority community*. Paper presented at the 53rd Annual Conference of Comparative and International Education Society held at Charleston, South Carolina, USA.

Dekker, D. & Young, C. (2005). Bridging the gap: The development of appropriate educational strategies for minority language communities in the Philippines. *Current Issues in Language Planning, 6*(2), 182-199.

Denzin, N. (1988). *The research act: A theoretical introduction to sociological methods* (3rd ed.). Upper Saddle, NJ: Prentice-Hall.

Department of Education, Culture and Sports Service Manual (2000). Pasig City, Philippines: DepED.

Department of Education (2002). *The 2002 Basic Education Curriculum.* Pasig City, Philippines: DepED.

Department of Education (2006). *The 2002 Basic Education Curriculum: An evaluation of its pilot implementation*. Pasig City, Philippines: DepED.

Department of Education (2006). *Basic Education Sectoral Reform Agenda*. Pasig City, Philippines: DepED.

DepED Order No. 35, Series 2005. *Policy guidelines in the implementation of the secondary education program of the 2002 BEC for SY 2005.* Pasig City, Philippines: DepED.

DepED Order No. 42, Series 2007. *The revised guidelines on selection, promotion and designation of school heads*. Pasig City, Philippines: DepED.

DepED Order No. 74, Series 2009. *Institutionalizing mother tongue-based multilingual education (MLE)*. Pasig City, Philippines: DepED.

DepED Order No. 18, Series 2011. *Guidelines on the conduct of mother tongue-based multilingual education trainings*. Pasig City, Philippines: DepED.

DepED Order No. 60, Series 2011. *Implementing guidelines on the direct release of maintenance and other operating expenses (MOOE) allocations of schools to the respective implementing units.* Pasig City, Philippines: DepED.

DepED Order No. 16, Series 2012. *Guidelines on the implementation of the Mother Tongue-Based Multilingual Education (MTBMLE).* Pasig City, Philippines: DepED.

DepED Order No. 31, Series 2012. *Policy guidelines on the implementation of Grades 1 to 10 of the K to 12 Basic Education Curriculum (BEC) effective school year 2012-2013.* Pasig City, Philippines: DepED.

Drago-Severson, E. (2009). *Leading adult learning: Supporting adult development in our schools.* Thousand Oaks, CA: Corwin and the National Staff Development Council.

Duguiang, R. & Dekker, D. (2010, February). *Mother tongue-based multilingual education*: *The Lubuagan experience*. Paper presented to the First Philippine Conference on Mother Tongue-Based Multilingual Education, Cagayan de Oro City, Philippines.

Dutcher, N. (1982). *The use of first and second language in primary education: Selected case studies.* Washington, DC: World Bank.

Dutcher, N. (2003). *The promise and perils of mother tongue education*. Centre for Applied Linguistics. Retrieved from www.sil.org/asia/ldc/plenary_papers/nadine_dutcher.pdf

Dyer, C. (2010). Language, literacy and social equity in Indian government schools. In B. Brock-Utne & G. Garbo (Eds.), *Language and power: The implications of language for peace and development* (pp. 251-259). Dar es Salaam, Tanzania: Mkuki na Nyota Publishers, Ltd.

Edlin, M. (2007). *Enacting a multi-year professional development initiatives*. Retrieved from ProQuest Digital Dissertations. (UMI3269061)

Elmore, R. (1996). Getting to scale with good educational practice. *Harvard Educational Review, 66* (1), 1-66.

Elmore, R. (2003). Change and improvement in education. In D. Gordon (Ed.), *A nation reformed?* (pp. 23-38). Cambridge, MA: Harvard Education Press.

Elmore, R. (2010). I used to think…and now I think: Reflections on the work of school reform. *Harvard Educational Letter, 26*(1).

Ethnologue (2005). *Ethnologue: Languages of the world.* Fifteenth Edition. Dallas, Tex.: SIL International. Retrieved from http://www.ethnologue.com/

Evans, R. (1996). *The human side of school change.* San Francisco, CA: Jossey-Bass Publishers.

Fanon, F. (1967). *Black skin, white masks*. New York, NY: Grove.

Francis, B., Archer, L., & Mau, A. (2009). Language as capital, or language as identity? Chinese complementary school pupils' perspectives on the purposes and benefits of complementary schools. *British Educational Research Journal, 35*(4*),* 519–538.

Fufunwa, A., Macauley, J., & Sokoya, J. (1989). *Education in mother tongue: The Ife Primary Education Research Project, 1970-1978*. Ibadan, Nigeria: University Press.

Floden, R., Goertz, M., & O'Day, J. (1995). Capacity building in systemic reform. *Phi Delta Kappan, 77(*1*),* 19-21.

Feiman-Nemser, S. (2001). From preparation to practice: Designing a continuum to strengthen and sustain teaching. *Teachers College Record, 103*(6), 1031-1055.

Fullan, M. (2006). *Turnaround leadership*. San Francisco, CA: Jossey-Bass.

Gamoran, A., Anderson, C., Quiroz, P., Secada, W., Williams, T., & Ashmann, S. (2003). *Transforming teaching in math and science: How schools and districts can support change*. New York, NY: Teachers College Press.

Goertz, M. (1996). *Systemic reform: Studies of education reform.* Washington, DC: Office of Educational Research and Improvement.

Goertz, M. (2006). Policy analysis: Studying policy implementation. In J. Green, G. Camilli, & P. Elmore (Eds.), *Handbook of complementary methods in educational research* (pp. 701-710). Mahwah, NJ: Lawrence Erlbaum Associates.

Gonzales, A. (2003). Language planning in multilingual countries: The case of the Philippines. A paper presented in Conference on Language Development, Language Revitalization and Multilingual Education in Minority Communities in Asia. Bangkok, Thailand. Retrieved from http://www.sil.org/asia/ldc/plenary_papers/andrew_gonzales.pdf

Goodwin, A. (2003). Growing up Asian in America: A search of self. In C. Park, A. Goodwin, & S. Lee (Eds.), *Asian-American identities, families and schooling* (pp.3-26). Greenwich, CT: Information Age Publishing, Inc.

Graham, B. (2010). Mother tongue education: Necessary? possible? sustainable? *Language and Education, 24*(4) 309-321.

Greene, Maxine (2001). Educational purposes and teacher development. In A. Lieberman & L. Miller (Eds.), *Teachers caught in the action: Professional development that matters* (pp. 3-11). New York, NY: Teachers College Press.

Grimes, B. &Grimes, J. (2000). *Ethnologue: Languages of the World* (14th ed.). Dallas, TX: SIL.

Guba, E. (1981). Criteria for assessing the trustworthiness of naturalistic inquiries.*ECTJ, 29*, 75-91.

Hargreaves, D. (1996). Revisiting voice. *Educational Researcher, 25*(1), 12-17.

Harris, A. & Muijs, D. (2005). *Improving schools through teacher leadership*. Berkshire, England: Open University Press.

Hatch, T. (2009). *Managing to change: How schools can survive (and sometimes thrive) in turbulent times*. New York, NY: Teachers College Press.

Honig, M. I. (2007). *Policy implementation and learning: How organizational and socio-cultural learning theories elaborate district central office roles in complex educational improvement efforts*. Seattle, WA: University of Washington, Center for the Study of Teaching and Policy.

Hovens, M. (2002). Bilingual education in Africa: Does it work? *International Journal of Bilingual Education and Bilingualism, 5*(5), 249-266.

Huong, H. (2009). A mother tongue-based preschool programme for ethnic minority children in Gia Lai, Vietnam. In K. Kosonen & C. Young (Eds.), *Mother tongue as bridge language of instruction: Policies and experiences in Southeast Asia* (pp.180-187). Bangkok, Thailand: SEAMEO.

Johansson, G. (2009). Parental involvement in the development of a cuture-based school curriculum. *Intercultural Education, 20*(4), 311-319.

Kain, D. (2004). Owning significance: The critical incident technique in research. In K. deMarrais & S. Lapan, *Foundations for research: Methods of inquiry in education and the social sciences.* Mahwah, NJ: Lawrence Erlbaum Associates.

Kanpol, B. (1997). Critical pedagogy and the multicultural project. In B. Kanpol & F.Yeo (Eds.), *Issues and trends in critical pedagogy* (pp. 21-32, 49-63). New York, NY: Hampton Press.

Kaplan, R. & Baldauf, R. (1998). The language planning situation in the Philippines. *Journal of Multilingual and Multicultural Development, 19*(5 & 6), 358-368.

Katzenmeyer, M. & Moller, G. (2001). *Awakening the sleeping giant: Helping teachers develop as leaders*. Thousand Oaks, California: Corwin Press, 2001.

Klaus, D. (2003). The use of indigenous languages in early basic education in Papua New Guinea: A model for elsewhere? *Language and Education 17*(2), 105-111.

Kliebard, H. (2002). *Changing course: American curriculum reform in the 20th century*. New York, NY: Teachers College Press.

Kochanek, J. (2005). *Building trust for better schools: Research-based practices*. Thousand Oaks, CA: Corwin Press.

Kosonen, K. (2005). The role of language in learning: What does international research say? In *First language first: Community-based literacy programmes for minority language context in Asia* (pp. 87-95). Bangkok, Thailand: United Nations Educational, Scientific and Cultural Organization.

Kosonen, K. (2009, March). *First language-based multilingual education can help those excluded by language.* Paper presented in the 12th Asia-Pacific Programme of Educational Innovation for Development (APEID). Bangkok, Thailand.

Kosonen, K. & Young, C. (2009). Introduction. In K. Kosonen & C. Young (Eds.), *Mother tongue as bridge language of instruction: Policies and experiences in South East Asia* (pp. 8-21). Bangkok, Thailand: SEAMEO.

Kosonen, K., Young, C., & Malone, S. (2007). *Promoting literacy in multilingual settings.* Bangkok, Thailand: United Nations Educational, Scientific and Cultural Organization.

Kwintessential (2009). Philippines scrap bilingual education. Retrieved from www.kwintessential.co.uk/applied-languages/2009/07/philippines-scrap-bilingual-education/

Lambert, L. (1998). How to build leadership capacity. *Educational Leadership, 55*(7), 17-19.

Lather, P. (1999). To be of use: The work of reviewing. *Review of Educational Research, 69,* 2-7.

Leonardo, Z. (2004). The color of supremacy: Beyond the discourse of 'white privilege.' *Educational Philosophy and Theory, 36,* 137-152.

Lieberman, A. (1995). Practices that support teacher development, *Phi Delta Kappan, 76*(8*)*, 591+.

Lim, M. & Giron, P. (2009). *Double exposure in Mathematics: A glimpse of mother tongue first*. Powerpoint presentation. Retrieved from https://sites.google.com/site/mlephilippines/Home/mle-resources

Lincoln, Y. & Guba, E. (1985). *Naturalistic inuiry*. Newbury Park, CA: Sage.

Logijin, S. (2009). A Case Study on the Use of Kadazandusun Language of Malaysia. In K. Kosonen & C. Young (Eds.), *Mother tongue as bridge language of instruction: Policies and experiences in SEA* (pp. 120-135). Bangkok, Thailand: SEAMEO.

Lortie, D. (1975). *The schoolteacher: A sociological study*. Chicago, Il.: The University of Chicago Press.

Malen, B. & Rice, J. (2004). A framework for assessing the impact of education reforms on school capacity: Insights from studies of high-stakes accountability initiatives. *Educational Policy, 18*(5), 631-660.

Marshall, C. & Rossman, G. (2011). *Designing qualitative research (5th ed.).* Washington, DC: Sage.

Mazrui, A. (2002). The English language in African education: Dependency and decolonialization. In J. W. Tollefson (Ed.), *Language policies in education: Critical issues* (pp. 267-281). Mahwah, NJ: Lawrence Erlbaum Associates.

McFarland, C. (Ed.) (1980). *A Linguistic Atlas of the Philippines*. Tokyo, Japan: Institute for the Study of Languages and Cultures of Asia and Africa, Tokyo University of Foreign Studies.

McLaughlin, M. & Talbert, J. (2001). *Professional communities and the work of high school teaching.* Chicago, Il.: University of Chicago Press.

McNeil, L., & Coppola, E. (2006). Official and unofficial stories: Getting at the impact on educational practice. In J. Green, G. Camilli, & P. Elmore (Eds.), *Handbook of complementary methods in educational research*. (pp. 681-700). Mahwah, NJ: Lawrence Erlbaum Associates.

Mehl, R. (2010). Whose education for all? The need for teaching global governance in the light of Birgit Brock-Utne's findings. In B. Brock-Utne & G. Garbo (Eds.), *Language and power: The implications of language for peace and development* (pp. 133-137). Dar es Salaam, Tanzania: Mkuki na Nyota Publishers, Ltd.

Merriam, S. (1988). *Case study research in education: A qualitative approach*. San Francisco, CA: Jossey Bass.

Mohanty, A. (2006). Multilingualism of the unequals and predicaments of education in India: Mother tongue or other tongue? In O. Garcia, T. Skuttnab-Kangas & M. Torres-Guzman (Eds.), *Imagining multilingual schools: Language in education and glocalization* (pp. 262-283). Clevedon, England: Multilingual Matters.

Mothbeli, A. (2005). *Cross-country achievement results from the SACMEQ 11 project - 2000 to 2002: A quantitative analysis of educational systems in southern and eastern Africa*. Retrieved from www.sacmeq.org.

Newmann, F., King, M. B., & Youngs, P. (2000). Professional development that addresses school capacity: Lessons from urban elementary schools. *American Journal of Education*, *108,* 259-299.

Nolasco, R. (2008, May*). Languages do matter: The multilingual challenge to Philippine education.* Paper presented at the Fourth International Conference of Philippine Social Science Council held at the Philippine Social Science Center, Quezon City, Philippines.

Noorlander, J. & Ven, C. (2008, July). *Cambodia's Highland Community Education Program*. A paper presented at the Second International Conference on Language Development, Language Revitalization and Multilingual Education in Ethnolinguistic Communities. Bangkok, Thailand.

Omoniyi, T. (2009). African cityscapes and schools: Imagining multilingual education. In M. Torres-Guzman & J. Gomez (Eds.), *Global perspectives in multilingualism: Unity in diversity* (pp. 54-71). New York, NY: Teachers College Press.

Patton, M. (2002). *Qualitative research and evaluation methods* (3rd ed.), Thousand Oaks, CA: Sage.

Peshkin, A. (1988). In search of subjectivities−one's own. *Educational Researcher, 17*(7), 17-22.

Philippine Commission on Educational Reform (2000). *Philippine Agenda for Educational Reform: The PCER Report*. Manila, Philippines.

Philippine Congressional Commission on Education Report (1991). Quezon City, Philippines.

Philippine Education Sector Study (1998). *Philippine education for the 21st century*. Manila, Philippines: Asian Development Bank and World Bank.

Philippine Human Development Report 2000. Quezon City, Philippines: Human Development Network and United Nations Development Programme.

Philippine Human Development Report 2008/2009 (2009). Quezon City, Philippines: Human Development Network.

Phillipson, R. (1992). *Linguistic imperialism*. Oxford, England: Oxford University Press.

Pinnock, H. (2009). *Language and education*: *The missing link*. London: CfBT and Save the Children Alliance. Retrieved from www.cfbt.com/evidenceforeducation

Prah, K. (2005). Language of instruction for education, development and African emancipation. In B. Brock-Utne & R. K. Hopson (Eds.), *Languages of Instruction for African Emancipation: Focus on Postcolonial Contexts and Considerations (*pp. 23-50). Cape Town, South Africa: The Center for Advanced Studies of African Society.

Quijano, Y. & Eustaquio, O. (2009). Using the mother tongue as a bridge language of instruction in two schools in LaPaz, Agusan del Sur, Philippines: A Case Study. In K. Kosonen & C. Young (Eds.), *Mother tongue as bridge language of instruction: Policies and experiences in South East Asia* (pp. 120-135). Bangkok, Thailand: SEAMEO.

Ramirez, D., Ramey, D. & Yuen, S. (1991). *Final report: Longitudinal study of structured English immersion strategy, early exit and late exit bilingual education program for language-minority children. Executive summary*. San Mateo, CA: Aguirre International.

Rojo, L. (2010). *Constructing inequalities in multilingual classrooms.* New York, NY: De Gruyter Mouton.

Schon, D. (1983). *The reflective practitioner*: *How professionals think in action*. New York, NY: Basic Books.

Sibayan, B. (1974). Language policy, language engineering and literacy in the Philippines. In J. A. Fishman (Ed.), *Advances in language planning* (pp. 221-254). The Hague, Netherlands: Mouton

Sibayan, B. (1985). Linguistic minorities and bilingual communities in the Philippines. Reprinted in B.P. Sibayan (1999). *The Intellectualisation of Filipino* (pp. 519-538). Manila, Philippines: Linguistic Society of the Philippines.

Siltragool, W., Petcharugsa, S., & Chouenon, A. (2009). Bilingual literacy for the two Pwo Karen community in Omkoi District, Chang Mai Province: A case study from Thailand. In K. Kosonen & C. Young (Eds.), *Mother tongue as bridge language of instruction: Policies and experiences in South East Asia* (pp. 171-179). Bangkok, Thailand: SEAMEO.

Skutnabb-Kangas, T. (2000). *Linguistic genocide in education - or worldwide diversity and human rights?* Mahwah, NJ: Lawrence Erlbaum Associates.

Smith, M. (1980). *Solving for some unknowns in the personal equation* (CIRCE Occasional Paper). Urbana, Il.: University of Illinois.

Smits, J., Huisman, J., & Kauiff, K. (2008). *Home language and education in the developing world*. Background paper for the Education For All MonitoringReport 2009, Overcoming inequality: Why governance matters. United Nations Educational, Scientific and Cultural Organization.

Smylie, M. & Hart, A. (1999). School leadership for teacher learning and change: A human and social capital development perspective. In J. Murphy & K. S. Louis (Eds.), *Handbook of research on educational administration* (pp. 421-441). San Francisco, CA: Jossey-Bass.

Smylie, M., Wenzel, S., & Fendt, C. (2003). The Chicago Annenberg challenge: Lessons on leadership for school development. In J. Murphy & A. Datnow (Eds.), *Leadership lessons for comprehensive school reform* (pp. 135-158). Thousand Oaks, CA: Corwin Press.

Snow, D. (2010). Hongkong and modern digglosia. *International Journal of the Sociology of Language, (2010)*206, 155-179.

Snyder, J., Bolin, F., & Zumwalt, K. (1992). Curriculum implementation. In P. Jackson (Ed.), *Handbook of research on curriculum* (pp. 402-435).New York, NY: Macmillan Publishing Company.

Spillane, J., & Thompson, C. (1997). Reconstructing conceptions of local capacity: The local education agency's capacity for ambitious instructional reform. *Educational evaluation and policy analysis, 19(*2*),* 185-203.

Stake, R. E. (1995). *The art of case study research.* Thousand Oaks, CA: Sage Publications.

Stringer, E. (2004). *Action research in education*. Upper Saddle River, NJ: Pearson Education, Inc.

Thomas, A. (2002). Bilingual community-based education in the Cambodian highlands: a successful approach for enabling access to education by indigenous peoples. *Journal of Southeast Asian Education, 3*(1), 26-58.

Thomas, W. P. & Collier, V. (2002). *A national study of school effectiveness for language minority students: Long-term academic achievement*. Washington, DC: Center for Research on Education, Diversity &Excellence (CREDE).

Tisdale, K. (2004). Being vulnerable and being ethical with/in research. In K. de Marrais & S. Lapan (Eds.), *Foundations for Research: Methods of Inquiry in Education and the Social Sciences* (pp. 13-30). Mahwah, NJ: Lawrence Erlbaum Associates, Inc.

Toma, J. (2000). How getting close to your subjects makes qualitative data better. *Theory into Practice, 39*(3), 177-184.

Torres-Guzman, M., & Gomez, J. (2009). Multilingualism for understanding: Izemia's unity in linguistic diversity. In M. Torres-Guzman & J. Gomez (Eds.), *Global perspectives in multilingualism: Unity in diversity* (pp. 187-202). New York, NY: Teachers College Press.

Trinh, T. (1989). *Woman, native, other: Writing postcoloniality and feminism*. Bloomington, Indiana: Indiana University Press.

Trudell, B. (2005). Language choice, education and community identity. *International Journal of Educational Development, 25*(3): 237–51.

Tschannen-Moran, M. (2004). *Trust matters: Leadership for successful schools*. San Francisco, CA: Jossey-Bass.

Tulasiewicz, W. & Adams, A. (1998). *Teaching in the mother tongue in a multilingual Europe.* New York, NY: Cassell.

Tyack, D., & Cuban, L. (1995). *Tinkering toward utopia.* Cambridge, MA: Harvard University Press.

United Nations Educational, Scientific and Cultural Organization. (2003). *Education in a multilingual world* (United Nations Educational, Scientific and Cultural Organization Education Position Paper). Paris, France: United Nations Educational, Scientific and Cultural Organization.

United Nations Educational, Scientific and Cultural Organization. (2007). *Mother tongue-based literacy programmes: case studies of good practice in Asia*. Bangkok, Thailand: United Nations Educational, Scientific and Cultural Organization Asia and Pacific Regional Bureau for Education.

Un Siren (2009). The Mother tongue as a bridge language of instruction in Cambodia. In K. Kosonen & C. Young (Eds.), *Mother tongue as bridge language of instruction: Policies and experiences in South East Asia* (pp. 148-52). Bangkok, Thailand: SEAMEO.

Valenzuela, A. (1999). *Subtractive schooling: U.S.-Mexican youth and the politics*. Albany, NY: State University of New York Press.

Walter, S., & Dekker, D. (2008, February). *The Lubuagan mother tongue experiment: A report of comparative test result.* Paper presented at a hearing of the Committe on Basic Education and Culture, House of Representatives, Quezon City, Philippines.

Walter, S., & Dekker, D. (2011). Mother tongue instruction in Lubuagan: A case study from the Philippines. *International Review of Education, 57*(5-6), 667-683.

Walter, S., Dekker, D., Dekker, G., Duguiang, N., Bawer, A., Bulawit, C., Dumatog-Camacam, R., & Wansi, B. (2010). Initial results of the Lubuagan MTBLE Program. In R. Nolasco, F. Datar, & A. Azurin (Eds.), *Starting Where the Children Are (A Collection of Essays on Mother Tongue-Based MLE and Language Issues in the Philippines* (pp. 38-42). Quezon City, Philippines: 170+ Talaytayan MLE Inc.

Walter, S., & Roth, K. (2008). *Results of the first year of the Kom experimental education project*. Dallas, TX: SIL.

Weber, E. (2007). (2007). Globalization, "glocal" development, and teachers' work: A research agenda. *Review of Educational Research, 77*, 279-308.

Wildsmith-Cromarty, R. (2009). Multilingualism in South African schools: Where to now? In M. Torres-Guzman & J. Gomez (Eds.), *Global perspectives in multilingualism: Unity in diversity* (pp. 36-53). New York, NY: Teachers College Press.

Yin, R. (2003).*Case study research: Design and methods* (*3rd ed*.). Thousand Oaks, CA: Sage.

Young, C. (2002). First language first: Literacy education for the future in a multilingual Philippine society. *International Journal of Bilingual Education and Bilingualism 5*(4), 221-232.

Young, C. (2009). Good practices in mother tongue-first multilingual education. In K. Kosonen & C. Young (Eds.), *Mother tongue as bridge language of instruction: Policies and experiences in SEA* (pp. 120-135). Bangkok, Thailand: SEAMEO.

Young, C. (2011). *Enablers and constraints of an effective and sustainable mother tongue-based multilingual education policy in the Philippines.* (Doctoral dissertation). Retrieved from *https://www.sil.org/resources/archives/41808*

Young, C. (2012, February). MTB-MLE: A sound theory and practice for literacy and numeracy. Paper presented to the Second Philippine Conference on Mother Tongue-Based Multilingual Education, Iloilo City, Philippines.

Youngs, P., & King, M. B. (2002). Principal leadership for professional development to build school capacity. *Educational Administration Quarterly*, *38*, 643-670.

Zumwalt, K. K. (1982). Research on teaching: Policy implications for teacher education. In A. Lieberman & M. Laughlin (Eds), *Policymaking in education* (pp. 215-248). Eighty-first yearbook, Part I, The National Society for the Study of Education, Chicago, Il.: The University of Chicago Press.

Appendix A

An Inventory of Supports for Learning in the Building of Human Capacity for Mother Tongue Instruction

Capital or Resource	Indicators	Criteria for Productivity (Productive if):
1. Social capital- the external links and internal relations that are sources of learning (Spillane & Thompson, 1997); the sources of information and learning or sources of informational capital (Malen & Rice, 2004); learning events and information sources (Cobbs & Jackson, 2012); social opportunities that allow access to information such as network, dialogue, observation (Honig, 2007)		
a) Learning events and information sources (Cobbs & Jackson, 2012); external or internal sources of information (Malen & Rice, 2004)	Trainings, seminars, workshops, study groups, work groups, collaborative groups, mentoring arrangements, etc. that are initiated and administered by entities inside and outside the school/district/division	These are designed to develop teachers' and administrators' human capacity in any of the ff: • fluency in the learners' first language or mother tongue (Graham, 2010; Huong, 2009; Logjin, 2009; Kosonen, Young & Malone, 2007;; Quijano & Eustaquio, 2009;Un Siren, 2009); including using it to teach and to write (Dekker, 2009; Dutcher, 2003; Walter & Dekker, 2011); • an understanding of the learners' culture (Graham, 2010; Huong,

		2009; Kosonen, Young & Malone, 2007; Logjin, 2009; Pinnock, 2009; Quijano & Eustaquio, 2009; Un Siren, 2009; Walter & Dekker, 2011; Young, 2002); • incorporating learners' language and culture into the curriculum (Young, 2009) (e.g., writing teachers' aids and instructional materials in the learners' mother tongue and using real life situations and cultural icons/themes in the community) (Dekker & Young, 2005; Quijano & Eustaquio, 2009;); • theories of learning; theories of language acquisition (including importance of mother tongue; how children learn language; how children learn to read; and the interdependence of mother tongue and second language development) (Dekker,2009; Dekker & Young, 2005; Pinnock, 2009); • pedagogies and strategies appropriate to first and second language teaching (Pinnock, 2009); and that optimize learners' class participation, group or peer

		interactions, and higher order thinking (Dutcher, 2003) • aimed at affirming the local implementers cultural identity (Dekker and Young, 2005) 2. For administrators, their learning events should be designed not to merely consist in orientation on new policy but also on learning the core substantive ideas of MTBMLE so they can help teachers to learn these ideas (Spillane and Thompson, 1997). They must also learn how to model mother tongue instruction or how to become a mentor to MTBMLE teachers (Honig, 2007) 3. Regularly held for teachers, administrators, and educational planners (Young, 2009); extended duration, collective participation, active learning opportunities, a focus on problems and issues close to practice, and attention to the tools that are integral to practice (Cobb and Jackson, 2012)
b) External linkages that serve as sources of learning and information (Spillane &Thompson, 1997)	Government, NGOs, universities, local community, etc.	Local community members are resource persons and co-writers/developers of instructional materials (Dekker & Young, 2005; Quijano & Eustaquio, 2009; Young, 2009). Parental involvement promotes the development of culturally

		sensitive curriculum (Johansson, 2009) and strengthens links between home and schools (Un Siren, 2009).
c) Internal norms and relations of collegiality in school (Spillane & Thompson, 1997)	Opportunities for collegial exchange and opportunities for development of collegial groups (Malen & Rice, 2004)	Opportunities for regular teacher interactions that include reflection on educational practice are valuable in promoting long-term gains in mother tongue instruction (Graham, 2010)
	Collegiality involves teachers collaborating on instructional and student-related matters. Examples of collegial behavior include teachers' discussing strategies, sharing materials, or observing one another's classrooms (Katzenmeyer & Moller, 2001).	Collegiality involves teachers collaborating on instructional and student-related matters. Examples of collegial behavior include teachers' discussing strategies, sharing materials, or observing one another's classrooms (Katzenmeyer & Moller, 2001).
	Collegiality organized around work involves teachers talking about their practice, sharing craft knowledge, observing one another's classes, and helping one another (Barth, 2006, as cited in Drago-Severson, 2009).	Collegiality organized around work involves teachers talking about their practice, sharing craft knowledge, observing one another's classes, and helping one another (Barth, 2006, as cited in Drago-Severson, 2009).
d) New organizational routines	Scaffolding (Cobb & Jackson, 2012)	Materials must not merely be handed over but there should be co-participation with more accomplished others in their implementation (Cobb & Jackson, 2012)
	Mentoring or modeling by administrator (Honig, 2007)	
4. Financial resource –	Funds	

Funding allocated for staff, time, materials/tools (Spillane & Thompson, 1997); funds directly disbursed to schools (Malen & Rice, 2004); quantity of the resources available for teaching, including staffing levels, instructional time, and class sizes (Corcoran & Goertz, 1995)		
	• Funds for staff/personnel staffing (including new positions and/or for changing the responsibilities attached to existing positions) (Cobb & Jackson, 2012)	Recruitment/hiring of expert/s (including local community experts) (Dekker & Young, 2005; Quijano & Eustaquio, 2009; Siltragool, Petcharugsa & Chouenon, 2009); deloading of existing personnel so they will have opportunities for learning
	• Funding for new scheduling patterns to allow for blocks of time for collegial learning and collegial work, and for external linkaging) (Bryk & Schneider, 2002; Cosner, 2009; Kochanek, 2005; Tschannen-Moran, 2004)	Funds that allow time for preparation of a plan, for preparation of curriculum, for training teachers, and for preparation of teaching/learning materials (Young, 2012).
	• Funding for materials/tools such astextbooks, curriculum guides, course objectives, learning modules, classroom observation protocols (Cobb & Jackson, 2012)	Funds for the required tools that include a multi-agency-produced writing system, and procedures for testing, evaluation and documentation (Young, 2012) Funding for the development, production and use of instructional materials in the learners' first language and geared

			towards promotion of learners' own culture, values and beliefs and were based on real life situations in the community, enriched through use of local artifacts (Quijano & Eustaquio, 2009).
5.	Cultural capital - the extent to which the differences between the institutional cultures of schools and home culture are mediated; and the extent to which the school staff can "calibrate instructional approaches to the cognitive and communicative habits of students (Malen & Rice, 2004)	Curriculum indigenization (Young, 2002) or localizing its content, i.e., the curriculum is based on "the culture of the ethno-linguistic community, using local knowledge and practices through which learners develop foundational concepts in all areas of learning (Young, 2009, p. 121).	
		Materials support and tools support (such as textbooks, curriculum guides, course objectives, learning modules, classroom observation protocols, orthography) and learning events are geared towards promotion of learners' own culture (Quijano & Eustaquio, 2009).	Materials support and tools support (such as textbooks, curriculum guides, course objectives, learning modules, classroom observation protocols, orthography) and learning events are geared towards promotion of learners' own culture (Quijano & Eustaquio, 2009).
		Materials are written in mother tongue (Quijano & Eustaquio, 2009; Young, 2009)	Materials are written in mother tongue (Quijano & Eustaquio, 2009; Young, 2009)
		The participation of stakeholders who are mother tongue speakers of the languages in focus and who are "experts" in their culture appears to be a key principle in the development of local content in the	The participation of stakeholders who are mother tongue speakers of the languages in focus and who are "experts" in their culture appears to be a key principle in the development of local content in the

	curriculum (Young, 2009)	curriculum (Young, 2009)
	Local community members are resource persons in learning events and co-writers/developers of materials/tools support (Dekker & Young, 2005; Quijano & Eustaquio, 2009; Young, 2009)	Local community members are resource persons in learning events and co-writers/developers of materials/tools support (Dekker & Young, 2005; Quijano & Eustaquio, 2009; Young, 2009)
	Parental involvement promotes the development of culturally sensitive curriculum (Johansson, 2009) and strengthens links between home and schools (Un Siren, 2009).	Parental involvement promotes the development of culturally sensitive curriculum (Johansson, 2009) and strengthens links between home and schools (Un Siren, 2009).

Appendix B

Summary of Definitions for Key Concepts

Dimension of Capacity	Definition in the Literature on Local Capacity	What can be drawn from the MTBMLE Literature
1. Human Capital (Spillane & Thompson, 1997)	The knowledge, skills, commitment (to the reform initiative) and disposition to learn (the reform initiative) (Spillane & Thompson, 1997) "For teachers, the dimensions of capacity includes knowledge, skill, disposition, and sense of self" (Floden, Goertz, & O'Day, 1995, p. 20). The quality (i.e., experience and credentials) and quantity of a school's professional staff (Malen & Rice, 2004) For administrators, the capacity to support teachers "involves primarily the capacity to learn the substantive ideas at the heart of the new reforms and to help teachers learn these ideas" (Spillane & Thompson, 1997, p.199)	Teachers' knowledge and skills should include: a) fluency in the learners' first language or mother tongue (Graham, 2010; Huong, 2009; Logjin, 2009; Kosonen, Young & Malone, 2007; Quijano & Eustaquio, 2009; Un Siren, 2009); (including using it to teach and to write) (Dekker, 2009; Dutcher, 2003; Walter & Dekker, 2011) b) an understanding of the learners' culture (Graham, 2010; Huong, 2009; Kosonen, Young & Malone, 2007; Logjin, 2009; Quijano & Eustaquio, 2009; Un Siren, 2009; Walter & Dekker, 2011; Young, 2002) c) incorporating learners' language and culture into the curriculum (Young, 2009) (e.g., writing teachers' aids and instructional

		materials in the learners' mother tongue and using real life situations and cultural icons/themes in the community) (Dekker & Young, 2005; Quijano & Eustaquio, 2009;) d) theories of learning; theories of language acquisition (including importance of mother tongue; how children learn language; how children learn to read; and the interdependence of mother tongue and second language development) (Dekker, 2009; Dekker & Young, 2005) e) pedagogies and strategies appropriate to first and second language teaching (Pinnock, 2009); and that optimize learners' class participation, group or peer interactions, higher order thinking (Dutcher, 2003)
2. Social Capital – the external links and internal relations that are sources of learning (Spillane & Thompson, 1997); the sources of information and learning, or sources of informational capital	EXTERNAL LINKS – External networks that are sources of learning (Spillane & Thompson, 1997)	EXTERNAL LINKS THAT MATTER– Networking is critical for sharing information, and program sustainability (Young, 2009) Networking with community stakeholders has been shown to be a rich resource for learning – as resource

(Malen & Rice, 2004) learning events and information sources (Cobb & Jackson, 2012); social opportunities that allow access to information such as network, dialogue, observation (Honig, 2007)		persons on the local language and culture; as contributors in instructional materials development (Logjin, 2009; Quijano & Eustaquio, 2009; Siltragool, Petcharugsa & Chouenon, 2009). Supportive government policy; the welcoming of non-government stakeholder involvement in education provision; the willingness of the local education authorities to partner with organizations are enabling factors to the launching of MTBMLE program (Graham, 2010).
	INTERNAL – Trusting or collegial relations; norms and habits of trust and collaboration that facilitate working together (Spillane & Thompson, 1997) - The extent to which the school is viewed as a community, i.e., whether it promotes collaboration in pursuit of school goals (Malen & Rice, 2004) - Opportunities for collegial exchange and opportunities for development of collegial groups (Malen & Rice, 2004) - Collegiality organized around work involves teachers talking about their practice, sharing craft knowledge, observing one another's classes, and helping one another (Barth, 2006, as cited in Drago-Severson, 2009) Collegiality involves teachers collaborating on instructional and student-related matters. Examples of	Government support in the form of policy changes, financial investment and institutionalization of infrastructures for implementation is vital to program sustainability (Logjin, 2009; Quijano & Eustaquio, 2009). INTERNAL RELATIONS THAT MATTER- Opportunities for regular teacher interactions that include reflection on educational practice are valuable in promoting long-term gains in mother tongue instruction (Graham, 2010) FORMAL, INTENTIONAL

	collegial behavior include teachers' discussing strategies, sharing materials, or observing one another's classrooms (Katzenmeyer & Moller, 2001). Key aspects that make for effective teacher professional development (intentional learning events): extended duration, collective participation, active learning opportunities, a focus on problems and issues close to practice, and attention to the tools that are integral to practice (Cobb and Jackson, 2012) Embed more of the process of acquiring new knowledge in the actual doing of the task and less in formal training (Lieberman, 1995). There should be concrete experience of participating in the reform program before values and beliefs change (Elmore, 2010).	LEARNING EVENTS THAT MATTER Characteristics of sustainable mother tongue education in some Southeast Asian countries: trainings regularly held for teachers, administrators, and educational planners; conducted in the focus language or mother tongue; community-based; and with community stakeholders included as resource persons and experts in local culture (Young, 2009). Teachers' seminar-workshops aimed at affirming the local teachers' cultural identity "through shared reflection and shared insights on restoring or remembering (their) lost cultural identity and unlocking the rich resources of (their own) language by writing traditional stories in the vernacular that relate to the cultural world of the community." (Dekker and Young, 2005) To develop effective systems for multilingual education, there should be ongoing trainings to support practice – teachers, administrators, others (Young, 2012)

3. Cultural Capital (Malen & Rice, 2004)	Extent to which the differences between the institutional cultures of schools and home culture are mediated (Malen & Rice, 2004) The congruence between the racial and ethnic make-up of the school's professional staff and those of its students (Malen & Rice, 2004)	Indigenization of curriculum - curriculum is based "on the culture of the ethno-linguistic community, using local knowledge and practices through which learners develop foundational concepts in all areas of learning" (Young, 2009, p. 121). The participation of stakeholders who are mother tongue speakers of the languages in focus and who are "experts" in their culture appears to be a key principle in the development of local content in the curriculum (Young, 2009) Development, production and use of instructional materials in the learners' first language and "geared towards promotion of learners' own culture, values and beliefs and were based on real life situations in the community, enriched through use of local artifacts" (Quijano & Eustaquio, 2009).
4. Financial Resources – (Spillane & Thompson, 1997)	Funds allocated for staffing, time, and materials (Spillane & Thompson, 1997) Funds directly disbursed to schools (Malen & Rice, 2004)	Government is important source of financial support (Logjin, 2009; Quijano & Eustaquio, 2009).

Quantity of the resources available for teaching, including staffing levels, instructional time, and class sizes (Corcoran & Goertz, 1995)	To develop effective systems for multilingual education, appropriate funding is needed (Young, 2012)
Funds used for: a) staffing (including new positions and/or for changing the responsibilities attached to existing positions) (Cobb& Jackson, 2012)	
b) time (new scheduling patterns to allow for blocks of time for collegial learning and collegial work, and for external linkaging) (Bryk & Schneider, 2002; Cosner, 2009; Kochanek, 2005; Tschannen-Moran, 2004)	There should be sufficient time for preparation of a plan, for preparation of curriculum, for training teachers, and for preparation of teaching/learning materials. (Young, 2012).
c) materials or tools such as textbooks, curriculum guides, course objectives, learning modules, classroom observation protocols must be so designed as to address a problem of current practice; and must not merely be handed over but there should be co-participation with more accomplished others in their implementation (failure to scaffold the use of tools creates problems) (Cobb & Jackson, 2012)	The required tools include a multi-agency-produced writing system, and procedures for testing, evaluation and documentation (Young, 2012)

Appendix C

Letter Soliciting Permission from the Regional Director and the Schools Division Superintendent

Dr. (Director's Name)
Regional Director
Department of Education

MADAM:

Please allow me, first of all, to express my deep gratitude for the strong endorsement of the Regional Office to the Central Office of my request for further studies. The institutional support allowed me to go on leave for three years to pursue doctoral studies in the curriculum and teaching program at Teachers College, Columbia University on a fellowship.

I have gone through my coursework abroad always with the intent of seeking the applicability and usefulness of every learning I pick up to our country's setting. My course papers and projects, outputs and undertakings, were written through the lens of our Philippine experiences as a way to explore possibilities at improving our educational system. For my dissertation, then, I have chosen to do my research on the Mother Tongue Based Multilingual Education, a present thrust of our Department of Education, with the aim of generating data that may contribute to its effective implementation.

On this first year of MTBMLE implementation, what the DepED might most need are insights on how to build capacities for this new instructional practice, especially as this formal inclusion of mother tongue in the curriculum departs from our long history of bilingual policy. A review of the handful of local research and papers done on mother tongue education initiatives that were pursued before the DepED's policy shift to multilingualism (see Castillo, 2008; Lim & Giron, 2010; Nolasco, 2008; Walter & Dekker, 2008, Walter et al., 2010, Water & Dekker, 2011) highlighted only the academic progress of learners. Perhaps, this is so because up until May 2012, mother tongue instruction has been done only on a limited or pilot basis, and therefore the compelling need for its validation as an effective approach overrides other considerations. But at this time when it has been scaled up nationally, there emerges an equally compelling reason to focus on the process of implementation itself and how it can be facilitated, and especially on how local administrators and teachers might be prepared for mother tongue instruction. My study aims to fill this research gap for practical purposes. A study of MTBMLE's early phase of implementation can serve as feedback loop, informing policy-makers and change agents about on-the-ground realities that, in turn, may be utilized for MTBMLE reformulation or adjustments.

May I respectfully request permission to conduct my study in the Division of _____. The research will describe and assess local capacity building efforts on the first year of MTBMLE implementation and will involve two schools in the division which will be selected through purposive sampling. I will be conducting focus group interviews and individual interviews with the Grade 1 teachers in these two schools, and individual interviews with their principals, district supervisors, and the division supervisor in-charge of MTBMLE. I will also collect MTBMLE issuances and documents in the schools and their districts, as well as at the division level. Participation by the teachers and administrators is going to be voluntary and their names and that of the school, district, and division will be kept anonymous. The total duration of the fieldwork for this research is approximately two months. The interviews and field visits will not disrupt the flow of instruction. When the research is done, the participating teachers and administrators will have the opportunity to know about the results at a DepED forum that will be decided in consultation with your office and the office of the division superintendent of _____. A copy of the final report will also be submitted to the Regional Office and the Division Office of _____.

If you have any questions regarding the research, please contact me through phone number_____.

Thank you and I fervently hope that, like in my previous requests for support from your office, this will merit favorable action.

Very truly yours,

Marilu N. Cardenas

Appendix D

Letter of Invitation to Prospective Teacher or Administrator Participant

Dear Prospective Research Participant,

May I invite you to participate in my research on Mother Tongue Based Multilingual Education (MTBMLE) which I am doing as a dissertation study towards the completion of my doctoral degree. The study will describe and assess the forms of support for teachers, principals and district/division supervisors in the early phase of MTBMLE implementation. The results of the study will provide feedback to DepED policymakers and key decision-makers that might inform their decisions on how to further strengthen capacities of local implementers such as you/your principal/your district and division supervisors.

If you decide to be a participant in this research, you will be asked to participate in the following activities:

1. (For Teachers Only) A group interview involving you and your fellow Grade 1teachers in your school. This shall take approximately an hour.
2. (For Both Teachers and Administrators) An in-depth interview to be done one-on-one, which shall take approximately one hour (for teachers) or one-an-a-half hours (for administrators).

These interviews will be held in your school (or office) or a place of your choice at schedules that are most convenient for everyone involved and are not disruptive to your class (or office) activities. Your participation in this research will be voluntary and you can choose not to answer question/s that cause you concern. You can also choose not to continue your participation anymore at any point during the interviews. Any information collected through this study will be held in the strictest confidence. I will use pseudonyms for you and the other research participants, your school, and your district. All the data I will be able to gather will be kept in a locked cabinet to which only I will have access. You will have the chance to review the tentative research conclusions and your comments will be incorporated in the final draft.

I have attached here two forms: Participant's Rights form and the form on Confidentiality Agreement. Kindly make time to review these. If you wish to participate in this study, please sign both forms and return them to me when I come back on (date). If you have any questions regarding the research, please contact me through phone numbers _____.

Thank you and I fervently hope you will favorably consider this invitation.

Sincerely yours,
Marilu N. Cardenas

Appendix E

Participant Permissions - Teachers

Teacher Consent Form (Part I)

Teachers College, Columbia University

DESCRIPTION OF THE RESEARCH:

You are invited to participate in a study of teachers and administrators involved in implementing the Mother Tongue-Based Multilingual Education (MTBMLE). This study aims to describe and assess the forms of support towards the building of local capacities for mother tongue instruction during the first year of MTBMLE implementation. During this study, you will be asked to take part in two interview sessions: a focus group interview and an individual interview. In these sessions, you will be asked to identify the forms of support you have received as MTBMLE implementer, describe the challenges and difficulties you have encountered in implementing MTBMLE, and make recommendations on how MTBMLE implementation might be further improved. These interviews will be audiotaped with your permission. After the interviews are transcribed, the digital files will be destroyed. You will also be asked to allow the researcher to review MTBMLE materials and documents you received in support of your MTBMLE teaching.

The study will be conducted by Marilu N. Cardenas as part of her doctoral dissertation. The interviews will be conducted in your school/office or in a place of your choice.

RISKS AND BENEFITS:

The research has the same amount of risk participants will encounter during a usual interview or during feedbacking session that DepED holds with its staff. I do not anticipate any unusual risks associated with this research. I hope this research will provide the participating teachers and administrators with the opportunity to reflect on their practice.

PAYMENTS: There is no monetary compensation for participation in this research.

DATA STORAGE TO PROTECT CONFIDENTIALITY:

Fieldnotes and interview transcripts will be stored strategically to protect confidentiality. Hardcopies of both will be stored in a locked file cabinet in my home. Audio recordings and other digital media will be saved as a password protected file on my personal computer. In all cases, including fieldnotes, observation notes, and the final write-up, pseudonyms will be used in lieu of the participants' names.

TIME INVOLVEMENT:
This study will involve two interview sessions: one hour of focus-group interviews and approximately one hour individual interview. The interviews will take place at a time that is mutually convenient to both the participant and researcher. The total duration of fieldwork for this study is approximately two months.

HOW WILL RESULTS BE USED:
The results of the study will be used for the researcher's dissertation, as well as presented at DepED fora including those in your division. The findings may also be shared in conferences and journal publications.

Teacher Consent Form (Part II)

Teachers College, Columbia University

Participant's Rights

Principal Investigator: Marilu N. Cardenas
Faculty Advisor: Professor Karen K. Zumwalt
Research Title: Building Capacities for Mother Tongue Instruction

- I have read and discussed the Research Description with the researcher. I have had the opportunity to ask questions about the purposes and procedures regardingthis study.

- My participation in research is voluntary. I may refuse to participate or withdraw from participation at any time without jeopardy to futureemployment, medical care, or other entitlements.

- The researcher may withdraw me from the research at his/her professionaldiscretion.

- If, during the course of the study, significant new information that has beendeveloped becomes available which may relate to my willingness to continue toparticipate, the investigator will provide this information to me.

- Any information derived from the research project that personally identifies mewill not be voluntarily released or disclosed without my separate consent, exceptas specifically required by law.

- If at any time I have any questions regarding the research, I can contact the investigator or her advisor, who will answer my questions. The investigator's phone number is _____. The advisor'sphone number is (212)678-3768.

- If at any time I have comments, or concerns regarding the conduct of the research or questions about my rights as a research subject, I should contact the Teachers College, Columbia University Institutional Review Board/IRB. The phone number for the IRB is (212) 678-4105. Or, I can write to the IRB at Teachers College, Columbia University, 525 W. 120th Street, New York, NY, 10027, Box151.

- I should receive a copy of the Research Description and this Participant's Rights document.

- I ( ) consent to be audio taped. I ( ) do NOT consent to being audio taped. The written and audio taped materials will be viewed only by the principal investigator and members of the research team.

- My signature means that I agree to participate in this study.

Participant's signature: _____ Date: _____
Name: _____

Appendix F

Participant Permissions–Administrators

Administrator Consent Form (Part I)

Teachers College, Columbia University

DESCRIPTION OF THE RESEARCH:

You are invited to participate in a study of teachers and administrators involved in implementing the Mother Tongue-Based Multilingual Education (MTBMLE). This study aims to describe and assess the forms of support towards the building of local capacities for mother tongue instruction during the first year of MTBMLE implementation. During this study, you will be asked to take part in an individual interview session.In the interview session, you will be asked to identify the forms of support you have received as MTBMLE implementer, describe the challenges and difficulties you have encountered in implementing MTBMLE, and make recommendations on how MTBMLE implementation might be further improved. These interviews will be audiotaped with your permission. After the interview is transcribed, the digital files will be destroyed. You will also be asked to allow the researcher to review MTBMLE materials and documents you received in support of your MTBMLE supervision.

The study will be conducted by Marilu N. Cardenas as part of her doctoral dissertation. The interviews will be conducted in your school/office or in a place of your choice.

RISKS AND BENEFITS:

The research has the same amount of risk participants will encounter during a usual interview or during a feedbacking session that DepED holds with its staff. I do not anticipate any unusual risks associated with this research. I hope this research will provide the participating teachers and administrators with the opportunity to reflect on their practice.

PAYMENTS: There is no monetary compensation for participation in this research.

DATA STORAGE TO PROTECT CONFIDENTIALITY:

Fieldnotes and interview transcripts will be stored strategically to protect confidentiality. Hardcopies of both will be stored in a locked file cabinet in my home. Audio recordings and other digital media will be saved as a password protected file on my personal computer. In all cases, including fieldnotes, observation notes, and the final write-up, pseudonyms will be used in lieu of the participants' names.

TIME INVOLVEMENT:
This study will involve an interview that will be conducted individually and each session lasts approximately one-and-a half hours. The interviews will take place at a time that is mutually convenient to both the participant and researcher. The total duration of fieldwork for this study is approximately two months.

HOW WILL RESULTS BE USED:
The results of the study will be used for the researcher's dissertation, as well as presented at DepED fora including those in your division. The findings may also be shared in conferences and journal publications.

Administrator Consent Form (Part II)

Teachers College, Columbia University

Participant's Rights

Principal Investigator: Marilu N. Cardenas
Faculty Advisor: Professor Karen K. Zumwalt
Research Title: Building Capacities for Mother Tongue Instruction

- I have read and discussed the Research Description with the researcher. I have had the opportunity to ask questions about the purposes and procedures regarding this study.

- My participation in research is voluntary. I may refuse to participate or withdraw from participation at any time without jeopardy to future employment, medical care, or other entitlements.

- The researcher may withdraw me from the research at his/her professionaldiscretion.

- If, during the course of the study, significant new information that has been developed becomes available which may relate to my willingness to continue to participate, the investigator will provide this information to me.

- Any information derived from the research project that personally identifies mewill not be voluntarily released or disclosed without my separate consent, except as specifically required by law.

- If at any time I have any questions regarding the research, I can contact the investigator or her advisor, who will answer my questions. The investigator's phone number is _____. The advisor's phone number is (212)678-3768.

- If at any time I have comments, or concerns regarding the conduct of the research or questions about my rights as a research subject, I should contact the Teachers College, Columbia University Institutional Review Board/IRB. The phonenumber for the IRB is (212) 678-4105. Or, I can write to the IRB at TeachersCollege, Columbia University, 525 W. 120th Street, New York, NY, 10027, Box151.

- I should receive a copy of the Research Description and this Participant's Rights document.

- I ( ) consent to be audio taped. I ( ) do NOT consent to being audio taped. The written and audio taped materials will be viewed only by the principal investigator and members of the research team.

- My signature means that I agree to participate in this study.

Participant's signature: _____ Date: _____
Name: _____

Appendix G

Interview Questions vis-à-vis Research Questions

Focus Group Interview Protocol Questions (Teachers)	Key Concept	Research Question
1. What MTBMLE trainings/seminars/workshops did you go through before MTBMLE implementation (before June 2012)? (For every training/seminar/workshop, identify Nature/purpose; Sponsor or Organizer; No. of hours/days)	Learning event – a social resource External linkage - a social resource	Research Question #2a) Based on the views of local adopters/adapters and on MTBMLE documents, what are/have been the resources or forms of support for building MTBMLE capacities in the various layers of practice (teachers, school heads, district supervisors, division supervisors) and levels of governance (division, district, school) in the division? - social resources
2. Aside from these trainings/seminars/workshops, were there other activities or events before MTBMLE implementation that prepared you for MTBMLE teaching? If so, what were these? (For every activity, identify Nature/purpose; Sponsor or Organizer; No. of hours/days)	Learning event – a social resource External linkage – a social resource	Research Question #2a) Based on the views of local adopters/adapters and on MTBMLE documents, what are/have been the resources or forms of support for building MTBMLE capacities in the various layers of practice (teachers, school heads, district supervisors, division supervisors) and levels of governance (division, district, school) in the division? - social resources

3 a). Did any of these trainings/seminars/workshops or activities include a topic specifically on Pamarisan/Bantog language and/or culture? b) Was/ere there resource person/s in any of these MTBMLE trainings/seminars/workshops or activities who was/were invited because they were considered – - based from introduction made of them – - as experts in Pamarisan/Bantog language and culture? If yes, where did these experts come from (institution or local community[1])?	Cultural resource	Research Question #2b) Based on the views of local adopters/adapters and on MTBMLE documents, what are/have been the resources or forms of support for building MTBMLE capacities in the various layers of practice (teachers, school heads, district supervisors, division supervisors) and levels of governance (division, district, school) in the division? - cultural resources Research Question # 3 a) How productive are/have been these resources or forms of supportin building local capacity for MTBMLE as assessed through an analytical construct drawn from the literature on mother tongue instruction?
II. SUPERVISORY SUPPORT 1. The past ten months, what forms of support or assistance to your MTBMLE teaching have you received from your: a) Principal b) district supervisor c) division supervisor in-charge of	Learning event – a social resource External Linkage – a social resource New organizational routine of scaffolding (e.g., mentoring)	Research Question #2a) Based on the views of local adopters/adapters and on MTBMLE documents, what are/have been the resources or forms of support for building MTBMLE capacities in the various layers of practice (teachers, school heads, district supervisors,

[1] Local community will encompass barangay/town/city/province where the school is located)

MTBMLE d) others (specify) Ask them to specify concrete instances and elaborate on context and circumstances of each instance.		division supervisors) and levels of governance (division, district, school) in the division? - social resources
2. Has each (principal; district supervisor; division supervisor) observed your MTBMLE teaching the past 10 months? If so, how many times? Does he/she conduct class observation visits regularly (there's a regular schedule)? Does he/she hold post-observation discussions (post-conference or debriefing) with you?	Learning event – a social resource	Research Question #2a) Based on the views of local adopters/adapters and on MTBMLE documents, what are/have been the resources or forms of support for building MTBMLE capacities in the various layers of practice (teachers, school heads, district supervisors, division supervisors) and levels of governance (division, district, school) in the division? - social resources
3. Have there been demonstration classes on MTBMLE teaching in your school/district/division? If so, who took the lead in these (who were the organizers? Who were the demonstration teachers)?	Learning event – a social resource External Linkage – a social resource New organizational routine of scaffolding (e.g., mentoring)	Research Question #2a) Based on the views of local adopters/adapters and on MTBMLE documents, what are/have been the resources or forms of support for building MTBMLE capacities in the various layers of practice (teachers, school heads, district supervisors, division supervisors) and levels of governance (division, district, school) in the division? - social resources

III. CLASS PROGRAM[2] 1. Let's talk about your class program. How many hours of actual teaching do you have this schoolyear? Is this (no. of hours) longer/ the same/shorter than last year?	Funding for MTBMLE allocated for time	Research Question #2c) Based on the views of local adopters/adapters and on MTBMLE documents, what are/have been the resources or forms of support for building MTBMLE capacities in the various layers of practice (teachers, school heads, district supervisors, division supervisors) and levels of governance (division, district, school) in the division? - financial resources
2. Within the class program of the Grade 1 teachers, is there a set period for teachers to regularly work together for MTBMLE class purposes?	Funding for MTBMLE allocated for time	Research Question #2 c – financial resources
If YES, request teachers to narrate about their joint work: nature and purpose; who were involved; its regularity; etc.).	Collegiality –a social resource	Research Question # 2 a – social resources

[2] Class program refers to the teacher's load, specifying the subjects taught, schedules for these, and the non-teaching hours, including designation or additional non-teaching responsibilities.

If NO, ask teachers what do they usually do in their non-teaching hours.[3] Probe if there was time teachers used this non-teaching period to discuss with fellow Grade 1 teachers and work together on MTBMLE objectives and concerns. Request them to narrate about their joint work: nature and purpose; who were involved; etc.	Emergent collegiality	
IV. MTBMLE MATERIALS/TOOLS 1. Were you given MTBMLE materials for your teaching/supervision? If so, what were these? (For each cited material, ask for the source; how it reached the teachers. Probe on how the teachers learned to use each or how they implemented each) textbooks curriculum guide learning modules system of assessment funding/cash others _____(please identify)	Funding for materials/tools Productivity of resources	Research Question #2 c – financial resources Research Question #2 – Research Question # 3 a) How productive are/have been these resources or forms of supportin building local capacity for MTBMLE as assessed through an analytical construct drawn from the literature on mother tongue instruction? (Were tools merely handed over or was there co-participation with more accomplished others in their implementation)

[3] Per Magna Carta of Teachers in the Philippines, teachers have a maximum of six hours of teaching per day but must render eight hours of work daily.

2. (Asked only of teachers) Did you develop MTBMLE materials yourselves? If so, what were these? Did any of these involve collaborative work with others? If so, with whom did you collaborate?	Collegiality if done with fellow Grade 1 teachers– a social resource External linkage – if done with others outside school Cultural resource - if done with others who come from the community that are 'experts' on local language and culture	Research Question # 2a and b Research Question #3- Productivity of cultural tools as assessed through analytical construct (Were tools developed in collaboration with others who come from the community that are 'experts' on local language and culture)
3. (Asked only of principals) Did your school receive MTBMLE funds? If so, how much and how was it used?	Funding for materials/tools	Research Question #2 c – financial resources
IV. CONCERNS/CHALLENGES 2. If you look back to the first schoolyear of *teaching in* the mother tongue and *teaching the* mother tongue, what were the challenges/difficulties you encountered?		Research Question #1 What challenges and problems in the implementation of MTBMLE are/have been experienced by the local adopters/adapters in the various layers of practice (teachers, school heads, district supervisors, division supervisors) and levels of governance (division, district, school) in the division? Research Question #3 b How productive are/have been these resources or forms of supportin building local capacity for MTBMLE as assessed

		by the local adopters, namely, the teachers and administrators in the schools, district, and division?
3. Whenever you encountered a difficulty with your teaching (pick out from among those they cited), whom did you usually discuss this with? Seek help from? (Probe for emergent collegiality and/or mentoring practice, if any). (Asked only of teachers)	Collegiality Mentoring External Linkage Learning Event	Research Question # 2a and b
4. Given these challenges/difficulties, what forms of support or what resources did you need to effectively address them at that time? Do you think these were provided to you at that time? Why or why not?		Research Question #3b How productive are/have been these resources or forms of supportin building local capacity for MTBMLE as assessed by the local adopters, namely, the teachers and administrators in the schools, district, and division?
V. RECOMMENDATIONS 1. What kinds of support should be extended to you to be effective in your MTBMLE teaching (asked of teachers)/instructional supervision (asked of principals, supervisors)?		Research Question #4) What recommendations, if any, do the local adopters/adapters make to improve the MTBMLE capacity building efforts?

2. If you were to give advice on how the MTBMLE implementation might be improved, what advice would you give?	Research Question #4)
3. Should we continue with the MTBMLE? Why or why not?	Research Question #4)

Appendix H

Focus Group Interview Protocol for Teachers (Revised)

GUIDE QUESTIONS (approximate duration: 1 hr)

Thank you for agreeing to participate in my study. As I outlined in my letter to you, this study will describe and assess the forms of support for teachers, principals and district/division supervisors in the first year of MTBMLE implementation. The results will provide feedback to DepED policymakers and key decision-makers that might inform their decisions on how to further strengthen capacities of local implementers like you, your principal, and your district and division supervisors.

As your participation in this research is voluntary, you can choose not to answer question/s that cause you concern. You can also choose not to continue your participation anymore at any point during the interviews. In an earlier communication, you expressed your consent to being audiotaped. You may choose to stop the tape at any point in our interview.

Any information collected through my study will be held in the strictest confidence. I will use pseudonyms for you and the other research participants, your school, and your district. All the data I will be able to gather will be kept in a locked cabinet to which only I will have access.

Before we proceed to the interview, might you have any question at this point?

I. LEARNING EVENTS

A. BEFORE IMPLEMENTATION:

I would like to start with how you were prepared as Grade 1 teachers that are going to teach the MTBMLE curriculum. The following questions will refer to what you went through before the start of school year 2012-2013.
Simulan natin sa mga paghahanda sa inyo para sa inyong pagtuturo ngayong MTBMLE na ang ating programang isasagawa. Ang mga sumusunod na mga tanong ay patungkol sa mga naranasan nyong paghahanda bago nagsimula ang school year 2012-2013.

1. What MTBMLE trainings/seminars/workshops did you go through before MTBMLE implementation (before June 2012)?
Anu-anong mga MTBMLE trainings, seminar/workshap ang inyong sinalihan bago Hunyo 2012?

(For every training/seminar/workshop, identify Nature/purpose; Sponsor or Organizer; No. of hours/days)

At the national level
At the regional level
At the division level
At the district level
At the school level

2. Aside from these trainings/seminars/workshops, were there other activities or events before MTBMLE implementation that prepared you for MTBMLE teaching? If so, what were these? (For every activity, identify Nature/purpose; Sponsor or Organizer; No. of hours/days)

Bukod pa sa mga trainings/seminars/workshops na mga nabanggit nyo, may mga iba pang mga aktibidades o pangyayari na nakatulong magigay kahandaan sa inyo sa pagtuturo sa MTBMLE?

At the national level
At the regional level
At the division level
At the district level
At the school level

3. a). (Referring to answers to # 1 and #2) Did any of these trainings/seminars/workshops or activities include a topic specifically on Pamarisan (or Bantog) language and/or culture?
Tinalakay ba doon sa mga nabanggit nyong mga trainings/seminars/workshops o aktibidades ang lengguwaheng Pamarisan (o Bantog) at/o ang kultura nito?

b). Was/ere there resource person/s in any of these MTBMLE trainings/seminars/workshops or activities who was/were invited because they were considered – - based from introduction made of them – - as experts in Pamarisan/Bantog language and culture? If yes, where did these experts come from (institution or local community[1])?

Sa mga nabanggit nyong mga trainings/seminars/workshops o aktibidades, may mga resource person/s ba sa mga ito na naimbita dahil sa sila ay bihasa sa lengguwahe at/o kultura ng Pamarisan/Bantog?(Kung oo ang sagot), Taga-saan ang mga ito (saang institusyon o lugar galing)?

[1] Local community will encompass barangay/town/city/province where the school is located)

B. JUNE 2012-MARCH 2013

1. Let's turn to the MTBMLE implementation from June 2012-March 2013 (Questions A1 thru 3 will be repeated).
   Ang mga sumusunod na mga tanong naman ay patungkol sa mga naranasan nyo mula Hunyo 2012 hanggang Marso 2013.)

II. SUPERVISORY SUPPORT

1. This school year 2012-2013, what forms of support or assistance to your MTBMLE teaching have you received from your:
   Nitong school year 2012-2013, anu-ano ang mga pag-alalay/tulong sa inyong pagtuturo ng inyong:

   a) principal
   b) district supervisor
   c) division supervisor in-charge of MTBMLE
   d) others (specify)

   Ask them to specify concrete instances and elaborate on context and circumstances of each instance.

2. Has each (principal; district supervisor; division supervisor) observed your MTBMLE teaching? If so, how many times? Does he/she conduct class observation visits regularly (there's a regular schedule)? Does he/she hold post-observation discussions (post-conference or debriefing) with you?
   Inobserbahan na ba niya kayo sa inyong pagtuturo nitong nakaraang anim na buwan? (Kung oo), ilang beses na? May regular ba itong iskedyul? Nagkakaroon ba ng pagtalakay ng naobserbahang pagtuturo pagkatapos ng klase?

3. Have there been demonstration classes on MTBMLE teaching in your school/district/division? If so, who took the lead in these (who were the organizers? Who were the demonstration teachers)?
   May mga pakitang-turo bang ginawa sa inyong school/district/division? (Kung meron), sino ang mga nanguna dito (sinu-sino ang mga nag-organisa? Sinu-sino ang mga nagpakitang-turo)?

III. CLASS PROGRAM[2]

1. Let's talk about your class program. How many hours of actual teaching do you have this schoolyear? Is this (no. of hours) longer/ the same/shorter than last year?
   Ilang oras ang inyong aktuwal na pagtuturo? Mas mahaba ba ito o mas maiksi kumpara sa mga nagdaang schoolyear?

2. Within the class program of the Grade 1 teachers, is there a set period for teachers to regularly work together for MTBMLE class purposes?
   May naitakda bang oras sa inyong class program na para sa inyong sama-samang paghahanda ng mga itututuro sa MTBMLE?

   If YES, request teachers to narrate about their joint work: nature and purpose; who were involved; its regularity; etc.).
   If NO, ask teachers what do they usually do in their non-teaching hours.[3] Probe if there was time teachers used this non-teaching period to discuss with fellow Grade 1 teachers and work together on MTBMLE objectives and concerns. Request them to narrate about their joint work: nature and purpose; who were involved; etc.

IV. MTBMLE MATERIALS/TOOLS

I. Were you or your school given MTBMLE materials for your teaching? If so, what were these? (For each cited material, ask for the source; how it reached the teachers. Probe on how the teachers learned to use each or how they implemented each)
   Nabigyan ba kayo o ang inyong paaralan ng mga gagamitin nyo sa pagtuturo ng MTBMLE? (Kung oo) Anu-ano ang mga ito? Alamin kung may naisagawa pagsasanay sa paggamit ng mga ito - sino ang mga nagsagawa, kelan, saan?

   textbooks
   curriculum guide
   learning modules
   system of assessment
   funding/cash
   others _____(ex. orthography, dictionary, etc.Please identify)

---

[2] Class program refers to the teacher's load, specifying the subjects taught, schedules for these, and the non-teaching hours, including designation or additional non-teaching responsibilities.

[3] Per Magna Carta of Teachers in the Philippines, teachers have a maximum of six hours of teaching per day but must render eight hours of work daily.

II. Did you develop MTBMLE materials yourselves?
If so, what were these?
Did any of these involve collaborative work with others? If so, with whom did you collaborate?
Nakasulat at nakagawa na ba kayo ng mga magagamit nyo sa pagtuturo ng MTBMLE?
(Kung oo) Anu-ano ang mga ito?
May mga ilan ba dito na ginawa nyo kasama ng iba? (Kung oo) sinu-sino ang mga nakasama nyo?

Thank you!
Salamat!

Appendix I

Individual Interview Protocol for Teachers (Revised)

GUIDE QUESTIONS (approximate duration: 1 hour)

Thank you again for making time for this second part of our interview. As I explained in our previous group interview, this part will take an hour at the most. May I also reiterate that as your participation in this research is voluntary, you can choose not to answer question/s that cause you concern. You can also choose not to continue your participation anymore at any point during the interviews. In an earlier communication, you expressed your consent to being audiotaped. You may choose to stop the tape at any point in our interview. Any information I will gather through my study will be held in the strictest confidence. I will use pseudonyms for you and the other research participants, your school, and your district. All the data I will be able to gather will be kept in a locked cabinet to which only I will have access.

Before we proceed to the interview, might you have any question at this point?

I. CONCERNS/CHALLENGES

1. If you look back to the first year of *teaching in* the mother tongue and *teaching the* mother tongue, what were the challenges/difficulties you encountered?
   *Nitong nakaraang anim na buwan, anu-ano ang mga problemang naranasan mo na pagtuturo sa MTBMLE (nagtuturo **ng** Pamarisan/Bantog at nagtuturo **sa** Pamarisan/Bantog)?*

2. Whenever you encountered a difficulty with your teaching (pick out from among those they cited), whom did you usually discuss this with? Seek help from? (Probe for emergent collegiality and/or mentoring practice, if any).
   Tuwing/nung nakakaranas ka ng problema (banggitin isa-isa ang problema), kanino mo ito natatalakay o sino ang iyong sinasabihan tungkol dito? Kanino ka humihingi ng tulong?

3. Given these challenges/difficulties, what forms of support or what resources did you need to effectively address them at that time? Do you think these were provided to you at that time? Why or why not?
   Anu-ano ang mga nakatulong sana sa iyo para matugunan ang (mga) problemang nabanggit mo? Sa iyong pananaw, naibigay (sapat ba ang naibigay) sa iyo upang matugunan ang mga ito? Mangayaring ipaliwanag ang sagot.

II. RECOMMENDATIONS

1. What kinds of support should be extended to you to be effective in your MTBMLE teaching?
   Anu-ano ang mga suportang dapat ibigay sa iyo upang maging epektibo ka sa iyong pagtuturo sa/ng MTBMLE?

2. If you were to give advice on how the MTBMLE implementation might be improved, what advice would you give?
   Kung ikaw ay tatanungin, paano natin magagawang epektibo/maisasaayos/mapapaganda ang implementasyon MTBMLE?

3. Should we continue with the MTBMLE? Why or why not?
   Nararapat bang ipagpatuloy pa nating ang MTBMLE? Bakit?

Thank you!
Salamat!

Appendix J

Individual Interview Protocol for Principals

GUIDE QUESTIONS (approximate duration: 1 1/2 hours)
District/Division_____

Year appointed to the present position:
No. of years serving in the DepED:
Contact No.:

Thank you for agreeing to participate in this study. As I outlined in my letter to you, this study will describe and assess the forms of support for teachers, principals and district/division supervisors in the first year of MTBMLE implementation. The results will provide feedback to DepED policymakers and key decision-makers that might inform their decisions on how to further strengthen capacities of local implementers such as you, your teaching staff, and your district and division supervisors.

As your participation in this research is voluntary, you can choose not to answer question/s that cause you concern. You can also choose not to continue your participation anymore at any point during the interviews. In an earlier communication, you expressed your consent to being audiotaped. You may choose to stop the tape at any point in our interview.

Any information collected through my study will be held in the strictest confidence. I will use pseudonyms for you and the other research participants, your school, and your district. All the data I will be able to gather will be kept in a locked cabinet to which only I will have access.

Before we proceed to the interview, might you have any question at this point?

I. LEARNING EVENTS

A. BEFORE IMPLEMENTATION:

We start with how you were prepared as a principal now that we are implementing the MTBMLE. The following questions will refer to what you went through before the start of school year 2012-2013.
Simulan natin sa mga paghahanda sa inyo para sa inyong pagiging punong-guro ngayong MTBMLE na ang ating programang isasagawa. Ang mga sumusunod na mga tanong ay patungkol sa mga naranasan nyong paghahanda bago nagsimula ang school year 2012-2013.

1. What MTBMLE trainings/seminars/workshops did you go through before MTBMLE implementation (before June 2012)?
   Anu-anong mga MTBMLE trainings, seminar/workshap ang inyong sinalihan bago Hunyo 2012?

   At the national level
   At the regional level
   At the division level

2. Aside from these trainings/seminars/workshops, were there other activities or events before MTBMLE implementation that prepared you for MTBMLE supervision? If so, what were these? (For every activity, identify Nature/purpose; Sponsor or Organizer; No. of hours/days)
   Bukod pa sa mga trainings/seminars/workshops na mga nabanggit nyo, may mga iba pang mga aktibidades o pangyayari na nakatulong magigay kahandaan sa inyo sa pagtuturo sa MTBMLE?

   At the national level
   At the regional level
   At the division level

3. a). Did any of these trainings/seminars/workshops or activities include a topic specifically on Pamarisan/Bantog language and/or culture?
   Tinalakay ba doon sa mga nabanggit nyong mga trainings/seminars/workshops o aktibidades ang lengguwaheng Pamarisan (o Bantog) at/o ang kultura nito?

   b). Was/ere there resource person/s in any of these MTBMLE trainings/seminars/workshops or activities who were invited because they were considered – - based from introduction made of them – - as experts in Pamarisan/Bantog language and culture? If yes, where did these experts come from (institution or local community[1])?

   Sa mga nabanggit nyong mga trainings/seminars/workshops o aktibidades, may mga resource person/s ba sa mga ito na naimbita dahil sa sila ay bihasa sa lengguwahe at/o kultura ng Pamarisan/Bantog? (Kung oo ang sagot), Taga-saan ang mga ito (saang institusyon o lugar galing)?

B. JUNE 2012-March 2013

1. Let's turn to the first year MTBMLE implementation (June 2012-March 2013). (Questions A1 thru 3 will be repeated).

[1] Local community will encompass barangay/town/city/province where the school is located)

Ang mga sumusunod na mga tanong naman ay patungkol sa mga naranasan nyo mula Hunyo 2012-Marso 2013.

II. SUPERVISORY SUPPORT

1. The principal in a school is the teacher of her/his teaching staff, that is, one who extends instructional assistance to teachers. Can you say the instructional assistance required in MTBMLE differs from the previous bilingual curriculum? Kindly explain answer.

   Ang punong-guro sa isang paaralan ay guro ng kaniyang mga guro. Ibig sabihin nito, ang punong-guro ang inaasahang pagmumulan ng tulong at gabay hinggil pagtuturo.Sa iyong pananaw, ang gabay at tulong sa pagtuturo ba na kinakailangan ng mga guro sa MTBMLE ay naiiba sa dati nating bilingual na kurikulum?

2. What forms of support or assistance have you extended to your Grade 1 teachers this schoolyear? (Probe for any emergent mentoring[2]/scaffolding[3] practice)
   Nitong nakaraang anim na buwan, anu-ano ang mga paggabay/tulong sa kanilang pagturo ang inyong inyong naipaabot sa mga Grade 1 na guro?:

3. What forms of support or assistance to your MTBMLE supervision have you received from your:
   Nitong nakaraang anim na buwan, anu-ano ang mga paggabay/tulong sa inyong gawaing MTBMLE na naranasan nyo mula sa inyong:

   a. district supervisor
   b. division supervisor in-charge of MTBMLE
   c. others (specify)

   Ask them to specify concrete instances and elaborate on context and circumstances of each instance.

4. Has the district supervisor (ask this also about the division supervisor) observed your MTBMLE teachers' classes during schoolyear 2012-2013? If so, how many times? Has he/she conducted class observation visits regularly (there's a regular schedule)? Has he/she hold post-observation discussions (post-conference or debriefing) with the observed teacher?

---

[2] Mentoring involves a deliberate pairing of a more experienced or skilled person with a less experienced or skilled one where the latter is assisted to grow and develop specific competencies (Parsloe and Wray, 2000). For this study, the focus is on any emergent mentoring practice between administrator and Grade 1 teachers.

[3]Scaffolding such as apprenticeship (Cobb & Jackson, 2012).

Inobserbahan na ba niya pagtuturo ng inyong MTBMLE na guro nitong school year? (Kung oo), ilang beses na? May regular ba itong iskedyul? Nagkakaroon bang pagtalakay ng naobserbahang pagtuturo pagkatapos ng klase?

5. Have there been demonstration classes on MTBMLE teaching in your school/district/division? If so, who took the lead in these (who were the organizers? Who were the demonstration teachers)?
May mga pakitang-turo bang ginawa sa inyong school/district/division? (Kung meron), sino ang mga nanguna dito (sinu-sino ang mga nag-organisa?Sinu-sino ang mga nagpakitang-turo)?

III. CLASS PROGRAM[4]

1. Let's talk about the class program you prepared for your Grade 1 teachers. Within the class program of the Grade 1 teachers, is there a set period for teachers to regularly work together for MTBMLE classes?
If YES, describe how this period has been so far used; her involvement as principal, if any, in all this.
If NO, why not?
Puntahan natin yung class program na inihanda nyo para sa mga MTBMLE na guro. May nakalaan bang oras para sa regular na samasamang paghahanda para sa kanilang pagtuturo sa MTBMLE? Kung oo, alamin kung anu-anong mga aktibidades ang mga naisagawa, mga produkto nito kung meron man, at ano ang kanyang naging papel o partisipasyon sa mga ito, kung meron man. Kung hindi, itanong kung ano ang dahilan.

IV. PERSONNEL

1. Has there been additional personnel in the school in support of MTBMLE implementation?
May naidagdag bang guro o myembro ng staff bilang tulong sa gawaing MTBMLE? Kung oo, alamin kung anong suporta ang naipapaabot.

V. MTBMLE MATERIALS/TOOLS

1. Were the teachers given MTBMLE materials for use in their teaching? If so, what were these? (For each cited material, ask for the source; how it reached the teachers. Probe on how the teachers learned to use each or how they implemented each)
Nabigyan ka ba o ang inyong paaralan ng mga gagamitin sa pagtuturo ng MTBMLE? (Kung oo) Anu-ano ang mga ito? Alamin kung saan nagmula; kung

[4] Class program refers to the teacher's load, specifying the subjects taught, schedules for these, and the non-teaching hours, including designation or additional non-teaching responsibilities.

may naisagawa pagsasanay sa paggamit ng mga ito - sino ang mga nagsagawa, kelan, saan?

textbooks
curriculum guide
learning modules
system of assessment
others _____(e.g., orthography, dictionary. Please identify)

2. Were you given MTBMLE materials for use in helping your teachers with their MTBMLE teaching? If so, what were these? (For each cited material, ask for the source; how it reached the teachers. Probe on how the teachers learned to use each or how they implemented each)
Nabigyan ka ba o ang iyong paaralan ng mga gagamitin upang matulungan at magabayan nyo ang inyong mga guro sa kanilang pagtuturo ng MTBMLE? (Kung oo) Anu-ano ang mga ito? Alamin kung saan nagmula; kung may naisagawa pagsasanay sa paggamit ng mga ito - sino ang mga nagsagawa, kelan, saan?

3. Did your school receive MTBMLE funds? If so, how much and how was it used? Nakatanggap ba ang iyong paaralan ng pondo para sa MTBMLE? Kung oo, magkano ito at saan/paano ninyo ito nagamit?

VI. CONCERNS/CHALLENGES

1. If you look back to the first six months of MTBMLE implementation in Grade 1 classes, what were the challenges/difficulties you encountered as a principal?
Nitong nakaraang anim na buwan, anu-ano ang mga problemang naranasan mo sa MTBMLE (ikaw bilang principal).

2. Given these challenges/difficulties, what forms of support or what resources did you need to effectively address them at that time? Do you think these were provided to you at that time? Why or why not?
Anu-ano ang mga nakatulong sana sa iyo para matugunan ang (mga) problemang nabanggit mo? Sa iyong pananaw, naibigay (sapat ba ang naibigay) sa iyo upang matugunan ang mga ito? Mangayaring ipaliwanagang sagot.

VII. RECOMMENDATIONS

1. What support or assistance should be extended to you so you can become effective in your role as administrator and instructional consultant to your MTBMLE teachers?
Anu-ano ang mga suportang o tulong dapat ibigay sa iyo upang maging epektibo ka bilang principal na nag-iimplementa ng MTBMLE?

2. If you were to give advice on how the MTBMLE implementation might be improved, what advice would you give? *Kung ikaw ay tatanungin, anong*

payo ang iyong maibibigay upang epektibo/maisasaayos/mapapaganda ang implementasyon MTBMLE?

3. Should we continue with the MTBMLE? Why or why not?
   Nararapat bang ipagpatuloy pa nating ang MTBMLE? Alamin ang dahilan sa pananaw.

Thank you!
Salamat

Appendix K

Individual Interview Protocol for Supervisors (District and Division)

GUIDE QUESTIONS (approximate duration: 1 1/2 hours to 2 hours)

District/Division_____
Position:
Year appointed to the present position:
No. of years serving in the DepED:
Contact No.:

Thank you for agreeing to participate in this study. As I outlined in my letter to you, this study will describe and assess the forms of support for teachers, principals and district/division supervisors in the first year of MTBMLE implementation. The results will provide feedback to DepED policymakers and key decision-makers that might inform their decisions on how to further strengthen capacities of local implementers such as you, you, the principals, and teachers.

As your participation in this research is voluntary, you can choose not to answer question/s that cause you concern. You can also choose not to continue your participation anymore at any point during the interviews. In an earlier communication, you expressed your consent to being audiotaped. You may choose to stop the tape at any point in our interview.

Any information collected through my study will be held in the strictest confidence. I will use pseudonyms for you and the other research participants, your school, and your district. All the data I will be able to gather will be kept in a locked cabinet to which only I will have access.

Before we proceed to the interview, might you have any question at this point?

I. LEARNING EVENTS

A. BEFORE IMPLEMENTATION:

1. Can we start with how you were prepared for MTBMLE supervision? What MTBMLE trainings/seminars/workshops did you go through before MTBMLE implementation (before June 2012)? (For every training/seminar/workshop, identify Nature/purpose; Sponsor or Organizer; No. of hours/days)

At the national level
At the regional level
At the division level

2. Aside from these trainings/seminars/workshops, were there other activities or events before MTBMLE implementation that prepared you for MTBMLE supervision? If so, what were these? (For every activity, identify Nature/purpose; Sponsor or Organizer; No. of hours/days)

At the national level
At the regional level
At the division level

3. a). Did any of these trainings/seminars/workshops or activities include a topic specifically on Pamarisan/Bantog language and/or culture?

b). Was/ere there resource person/s in any of these MTBMLE trainings/seminars/workshops or activities who were invited because they were considered – based from introduction made of them – as experts in Pamarisan/Bantog language and culture? If yes, where did these experts come from (institution or local community[1])?

B. JUNE 2012 -MARCH 2013

1. Let's turn to the first year of MTBMLE implementation. (Questions A1 thru 3 will be repeated).

II. SUPERVISORY SUPPORT

1. Supervisors are, in the main, instructional consultants that is, one who extends instructional assistance to teachers and principals (who are, themselves the first line of instructional help in school). Can you say the instructional assistance required in MTBMLE differs from the previous bilingual curriculum? Kindly explain answer.

2. What forms of support or assistance have you extended to principals and Grade 1 teachers this schoolyear? (Probe for any emergent mentoring[2]/scaffolding[3] practice)

---

[1] Local community will encompass barangay/town/city/province where the school is located).

[2] Mentoring involves a deliberate pairing of a more experienced or skilled person with a less experienced or skilled one where the latter is assisted to grow and develop specific competencies (Parsloe and Wray, 2000, as cited in Experiential Learning Courses Handbook, 2007). For this study, the focus is on any emergent mentoring practice between administrator and Grade 1 teachers.

3. Have you observed MTBMLE teachers' classes this schoolyear? If so, how many times? Have you conducted class observation visits regularly (there's a regular schedule)? Have you held post-observation discussions (post-conference or debriefing) with the observed teacher?

4. What forms of support or assistance to your MTBMLE supervision have you received from your:
   a) division supervisor in-charge of MTBMLE and others (specify) - for the district supervisor
   b) regional supervisors and others (specify) – for the division supervisor in-charge of MTBMLE

   Ask them to specify concrete instances and elaborate on context and circumstances of each instance.

5. Have there been demonstration classes on MTBMLE teaching in your district/division? If so, who took the lead in these (who were the organizers? Who were the demonstration teachers)?

III. SUPERVISORY LOAD

1. For the district supervisor: Has there been additional personnel in the district in support of MTBMLE implementation?

2. For the division supervisor: Have you been de-loaded of other responsibilities to allow you to devote more time for MTBMLE?

IV. MTBMLE MATERIALS/TOOLS

1. Were the teachers given MTBMLE materials for use in their teaching? If so, what were these? (For each cited material, ask for the source; how it reached the teachers. Probe on how the teachers learned to use each or how they implemented each).
   textbooks
   curriculum guide
   learning modules
   system of assessment
   funds/cash
   others _____(please identify)

2. Were you given MTBMLE materials for use in helping teachers and principals with their MTBMLE teaching? If so, what were these? (For each cited material, ask for the source; how it reached the teachers and principals/district supervisors.

---

[3]Scaffolding such as apprenticeship (Cobb & Jackson, 2012).

Probe on how the teachers principals/district supervisors learned to use each or how they implemented each)

3. Did your district/division receive MTBMLE funds? If so, how much and how was it used?

V. CONCERNS/CHALLENGES

1. What were the challenges/difficulties you encountered as a supervisor on this first year of MTBMLE implementation?

2. Given these challenges/difficulties, what forms of support or what resources did you need to effectively address them at that time? Do you think these were provided to you at that time? Why or why not?

VI. RECOMMENDATIONS

1. What support or assistance should be extended to you so you can become effective in your role as MTBMLE administrator and instructional consultant?

2. If you were to give advice on how the MTBMLE implementation might be improved, what advice would you give?

3. Should we continue with the MTBMLE? Why or why not?

Thank you!
Salamat!

Appendix L

Excerpts from the Pilot Focus Group Interview

PARTICIPANT	Interview Questions	AnalyticalMemo/Reflexive Notes
INT	**Let's turn to the first six months of MTBMLE implementation. Were there trainings, seminars, workshops, activities or events that prepared you further for your MTBMLE teaching?**	
T-NC1	May DisLAC kami, Ma'am. (We had DisLAC, Ma'am). SC- external ; LS- LE	
INT	**DisLac – District Learning Action Cell, right? Kelan yun? (When was it held)?**	
T-NC1	I think, October 19, Ma'am. October 19, di ba? (October 19, right?)	T_NC, turned to the other 2 at this point, seeking corroboration on dates
T-NC3	Oct. 19. Friday yun. (Oct. 19. That was a Friday).	
INT	**Anong ginawa nyo dun? (What did you do there)?**	
T-NC2	May teaching demo sa Filipino, Ma'am. (There was a teaching demonstration in Filipino, Ma'am). SC- external ; LS- LE	
INT	**Teaching Filipino sa MTBMLE**	

	curriculum? (Teaching Filipino in the MTBMLE curriculum)?	
T-NC2	Opo. (Yes).	
INT	**Ano pa ang na-cover nyo? (What else did you cover)?**	
T-NC1	Di ba, one hour lang yung demo? Pagkatapos, kwan na, Ma'am, processing nung teaching demo. (The demo took one hour only, right? After that, Ma'am, the teaching demo was processed).	Again, teachers prompted one another and helped out in refreshing each other's memory on DisLAC sessions
INT	**Ano pa ang ginawa nyo? (What else did you do)?**	
T-NC2	Wala na, Ma'am. Half day lang kasi po. (Nothing more, Ma'am. That was only a half-day session).	
INT.	**Regular ba ang DisLAC nyo? Once a month? (Do you regularly hold DisLAC? Like, once a month)?**	
T-NC3	Parang once a month nga ano? Di ba, meron tayo nung August, tapos, September, tapos itong October. (It would seem it is a monthly affair. We	

	had one last August, then one again in September, and another this October).	
TC-NC1	Dalawang beses yata tayo nung August, di ba? Meron sa August 2, tapos meron ulit sa last week.(Did we not have two DisLAC sessions in August? One on August 2, then we held another on the last week).	Another instance of teachers' helping out one another in recalling previous DisLAC sessions
T-NC3	Ay, oo nga pala. (Ah, yes, indeed).	
INT	**Yung mga DisLac nyong binanggit, lahat ba naka-focus sa MTBMLE? (Are all the DisLAC sessions you mentioned focused on MTBMLE alone)?**	
T-NC3	Ma'am, yung August 22, mga Grade 1 coordinators tsaka District coordinator lang. (Ma'am, the August 22 session involved only the coordinators in Grade 1 and in the District).	
INT	**Anong Grade 1 Coordinators? Per school?**	
ALL	Ma'am yes.	
INT	**Sinong umattend ba sa inyo? (Who**	

	among you attended that one)?	
T-NC1, T-NC3	Si T-NC2, Ma'am.	
INT	**O, T-NC2, anong na-cover nyo sa DisLAC nyong yun? (What did you cover in that DisLAC, T-NC2)?**	
T-NC2	Gumawa po kami ng mga rubrics, Ma'am. (We developed rubrics, Ma'am).	
INT	**Rubrics para saan? (Rubrics for what)?**	
T-NC2	Para ho sa mga assessment namin sa mga bata. (For the assessments we do of the pupils).	
INT	**So, sa buong district ngayon, iisa ang set of rubrics na ginagamit? (So, I take it the whole district is using a standardized set of rubrics)?**	
T-NC2	Ma'am, para sa first two quarters. (Yes, Ma'am, at least for the first two quarters).	
INT (turns to T-NC1 and T-NC3)	**Nakatulong ba sa inyong pagtuturo itong nagawang rubrics na ito? (Has this set of rubrics helped you in your teaching)?**	

T-NC3	Ma'am, opo, kasi meron kaming basis sa performance assessment ng mga pupils. Di na kami nangangapa. (Yes, Ma'am, because we now have basis on assessing the performance of our pupils. We are not left on our own to figure out how to do it).	
T-NC1	Pamarisan rin kasi yung rubrics, Ma'am, kaya malaking tulong (The rubrics are in Pamarisan, Ma'am, so they are really a big help).	
INT.	**May kopya kayo ngayon o sample man lang ng rubrics na pwede kong mabasa saglit? (Do you happen to have a copy of the set of rubrics - or a sample of it - which I can briefly scan or read)?**	
T-NC3	Meron pong kopya sa room ko. Daanan na lang natin mamaya.	
T-NC2	May extra copies yata doon, pwedeng kunin nyo na, Ma'am. (I think we have extra copies. You can have one).	
INT.	Naku, salamat! So, anu-ano pang mga	

	na-cover nyo sa DisLACs nyo so far? Yung August 2 na DisLAC? (Oh, thank you! So, what else have you covered in your DisLACs so far? On your August DisLAC)?	
T-NC1 T-NC2	Ay, Friday po pala yun, kaya August 3. (Oh, let me correct that; that was on a Friday, so it was August 3). End of the (work)week kadalasan ang aming DisLAC kasi, Ma'am. (Our DisLACs ususallytake place on the end of the (work)week, you see).	
INT.	**Ah, para walang masyadong disruption sa klase? (Ah, is that to minimize class disruptions)?**	
T-NC1, T-NC3	Opo. (Yes).	
INT	**Sige, ilista nga muna natin yung mga DisLAC sessions nyo so far, ha, tapos sabihin nyo yung mga ginawa nyo dun. Sabi nyo, August 3; then yung August 22 na coordinators lang ang um-attend. Tapos, October 19, sabi rin nyo. Meron ba sa September?(Ok,**	Observation: Listing down the sessions by dates and coverage facilitated the interview

	let's list down the DisLAC sessions you've had so far, ha, and thenwhat you did in those sessions. You said, you had one on August 3, then that session on August 22 with the coordinators only. You also said there was one on October 19. Was there a DisLAC in September)?	
T-NC1	Meron kami nung September 21, Ma'am. Sa Villanueva Elemantary yun di ba? (We had one on Sept. 21, Ma'am. We held it at Villanueva Elementary, right)?	T-NC1 again sought corroboration
INT	**Sige, ilista natin yung na-cover nyo sa mga ito, ha. Sa August 3? (Ok, let's list down what you covered in each, ah. What took place on August 3)?**	
T-NC1	Sa morning, Ma'am, GAD tapos sa hapon, pag-develop ng big books sa Pamarisan. (In the morning, we had GAD then in the afternoon, we covered how to develop big books)>	LS - NTM; CC - Lang
INT.	**Ah, so, ang DisLAC nyo hindi sya**	

	naka-focus sa MTBMLE lang. GAD is Gender and Development, di ba? (Ah, so, your DisLACs are not focused solely on MTBMLE. GAD is Gender and Development, right)?	
T-NC2	Ma'am, yes, gender and development. GAD seminar po yun, tapos sa hapon, yung pag-prepare ng big books. (Ma'am, yes, gender and development. It was a GAD seminar, then in the afternoon, we tackled big books preparation).	
INT.	**So, yung coverage ng DisLACs, hindi lang MTB. Yung sa September nyo? (So, DisLACs include non-MTBMLE matters. What did you cover in the September DisLAC)?**	
T-NC3	Di ba, yung DepED Order sabagong mode of assessment? (On the DepED Order on new mode of assessment, right)?	
T-NC1	Tsaka, may demo-teaching din sa pagturo ng Math sa Grade 1. (There was	

	also a demo-teaching on Grade 1 Math).	
T-NC2	May updates din sa ibang subjects, Ma'am. (We were also given updates on other subjects, Ma'am).	
INT.	**Paano ang pag-divide ng mga ito in terms of time allotment? Ano yung schedules? (How was the time divided among these topics and activities)?**	I wanted to get an idea how intensive the sessions were so I asked about time allotment
T-NC2	Ma'am, ano, sa morning, (Ma'am, ah, in the morning)	
T-NC1	9-10, yung kwan, updates sa subjects; tapos yung orientation on the new modes of assessment. (Around 9-10, updates on the subjects, then, afterwards, we were oriented on the new modes of assessment).	
INT	**From 10-12noon yung modes of assessment? Sino yung nag-orient?**	
T-NC1 and T-NC2	Opo (Yes). Si Dr. ____, yung District Supervisor po namin.	
INT.	**So, sa hapon na yung demo-teaching? (So, the demo-teaching took place in the afternoon)?**	

T-NC2	Oho (Yes).	
INT	**How long did it take?**	
T-NC3	Mga 50 minutes po.	
INT.	**Sino ang nag-demo? (Who gave the demo-teaching? A master teacher)?**	
T-NC1	Si ____.Master Teacher po sya.	
INT.	**Na-process ba nyo ito? (Did you get to process the demo-teaching)?**	
T-NC3	Opo, pagkatapos. (Yes, right after it).	
INT.	**Sino ang nag-facilitate nito? (Who facilitated the processing)?**	
T-NC3	Si Mrs. _____.	
INT	Master Teacher sya?	
T-NC2	Opo.	
INT	**What about yung District Supervisor nyo? May inputs sya?**	
T-NC3	Parang wala na sya by then, ano?	
	>>>>>>>>>>>>	
INT	**If you look back to the first six months of teaching in the mother tongue and teaching the mother tongue, what were the challenges or difficulties you encountered?**	The pilot protocol and interview session was still framed in this way (... first six months) This was later revised to first year.

T-NC2	Walang materials, ma'am. Hirap na hirap kami sa paggawa. (No (instructional) materials, Ma'am. We find it hard to develop (materials).	Diff - CC
INT	**Di ba, may ibinigay na mga learner materials and teachers' guides?**	
T-NC 1, 2, 3	Ma'am late ibinigay!	Diff - CC
T-NC2	September na namin nakuha!	The scholarship in the Philippines starts in June
	>>>>>>>>>>>>	
INT.	**O, ano pang mga difficulties nyo the past six months?**	
T-NC3	Ano pa raw, sabihin nyo na.	
	Ma'am, nahihirapan kaming sa direchong Pamarisan... Nauubusan kami!	Diff - CC - lang
INT.	**Talaga? Di ba Pamarisan na ang ginagamit natin mula pa nung bata tayo? (Really? Isn't it that we have been using Pamarisan since we were children)?**	
T-NC1	Ma'am, actually, pati mga bata, mas nahihirapan sa Pamarisan kesa Tagalog at English. (Ma'am, actually, the pupils also find Pamarisan more difficult).	

INT	**Ay, bakit ngay? (Why might that be the case)?**	
T-NC3	Sa numbers specially, Ma'am. Halimbawa, yung twelve, **(Translation of twelve in Pamarisan)** Ang habang imemorize! Mas, sanay sila sa English pag Math, Ma'am. (It's the case specially with numbers, Ma'am. For example, 12 is **(Translation of twelve in Pamarisan)** Those are long, difficult terms to memorize! The English terms are more familiar to them).	
T-NC1	Pag tanungin namin sila sa **Pamarisan,** sumasagot sila sa Tagalog, Ma'am. (When we ask them in **Pamarisan, they** answer in Tagalog, Ma'am).	
T-NC2	Tagalog po kasi ang salita nila sa bahay. (They speak Tagalog at home).	
INT	**Ah, Tagalog ang first language ng mga bata? Hindi nila alam ang** Pamarisan?**(Ah, is Tagalog the first language of the children, then? Do**	

	they not know how to speak Pamarisan?	
T-NC3	Nakakaintindi po sila kaya lang, Tagalog na ang gamit sa bahay. Kinakausap sila sa Tagalog ng parents nila, tapos sa paglalaro rin...Sa TV pa, Ma'am. (They can understand Pamarisan? but it is Tagalog they use at home. Their parents talk to them in Tagalog, and also, among their playmates, they use Tagalog. Television also uses Tagalog).	I realized at this point that the children's first language (or mother tongue) is not the local language in the community. Yet the mother tongue being taught in school is the community's local language. Note to myself: The sampling in this study should be such that one school uses the local language that is the mother tongue of the pupils (or the MT of pupils is the local language of the community)
INT	**Pero, yung mga parents, Pamarisan pa rin ang ginagamit nila sa pag-uusap? (But do the parents still speak Pamarisan)?**	
T-NC3	Opo, **Pamarisan sila pag sila ang nag-uusap tsaka sa labas, sa mga kausap nila. Pero sa mga anak nila, nagtatagalog sila.(Yes,they use Pamarisan in their conversations with each other and with others in the community. But with their children, they use Tagalog).**	
	<<<<<<<<<<<<	
INT	**O, aside from walang books and** Diff-CC	

	materials at late magbigay; hirap sa direchong pag-Pamarisan; hindi kayo ready, sinalpak na kayo agad; mahirap magdisiplina sa mga bata, ano pa ang mga difficulties nyo? (O, aside from no books and late distribution of these; difficulty in teaching Pamarisan and teaching in Pamarisan; teachers' unpreparedness difficulty with classroom management; what else have been the difficulties you experienced the past six months?	Diff - HC Diff - HC Diff - HC
T-NC1	Nasabi na nila lahat, Ma'am... (They have already covered everything, Ma'am).	
	<<<<<<<<<<<<<<<	
INT	**What kinds of support should be extended to you to be effective in your MTBMLE teaching?**	
T-NC3	Ma'am, tulad ng sabi namin kanina, sana, on time ibigay yung materials. Sana may references kaming magamit	

	bago kami magturo. (Ma'am as I said earlier, I wish (instructional) materials would be given on time. I wish we have the references we can use before we even start teaching).	LS-NTM; CC-Cult Here, reference was made to Part V, item 3 where forms of support were also asked. Note to myself: To facilitate the interview, the sequence of these 2 questions will be rearranged so that they come one after the other.
T-NC2	Dapat po may dictionary sa Pamarisan sana. Mahirap magtranslate to Pamarisan! Nauubusan ako ng Pamarisan. (tawanan) (There should be a Pamarisan dictionary. I find it so difficult to translate to Pamarisan! I run out of words! (laughter)	LS-NTM; CC-Lang
T-NC1	Oo nga, Ma'am, nangangapa kami sa Pamarisan(Indeed, Ma'am, we grope for Pamarisan words) ...	
INT	Ay, that's surprising, ah. Di ba we grew up speaking Pamarisan? Bakit kaya nahihirapan kayo sa pagtuturo sa Pamarisan at pagtuturo ng Pamarisan eh yan **na ang kinalakhan nyong language? (Ah, isn't that surprising? Is it not** that we grew up speaking Pamarisan **What might explain our difficulty in** teaching in Pamarisan and teaching	

	Pamarisan when it is our first language)?	
T-NC3	Siguro Ma'am, kasi, hindi naman yan ang inaral namin...Sa school naman, Tagalog tsaka English ang ginagamit.	
INT	**Sabagay...O, ano pa ang suportang kailangan nyo sa pagtuturo ng MTBMLE? (You might be correct there..What other forms of support do you need for your MTBMLE teaching)?**	
T-NC2	Kulang sa time sa pag-prepare ng instructional materials, Ma'am. Panibagong preparations po kasi lahat so sana may period pa na makapag-prepare ng mga gagamitin sa pagtuturo. Pero, ang nangyari, right after ng mass training, start na ng classes. Wala kaming time man lang makaprepare ng mga gagamitin... (We lack time to prepare instructional materials, Ma'am. The new curriculum requires) new teaching preparations, so, there should have been sufficient time for developing	Diff - FC (PT)

	instructional materials. But as it happened, the training took place just a week before classes started. That did not give us time for materials preparation).	

Appendix M

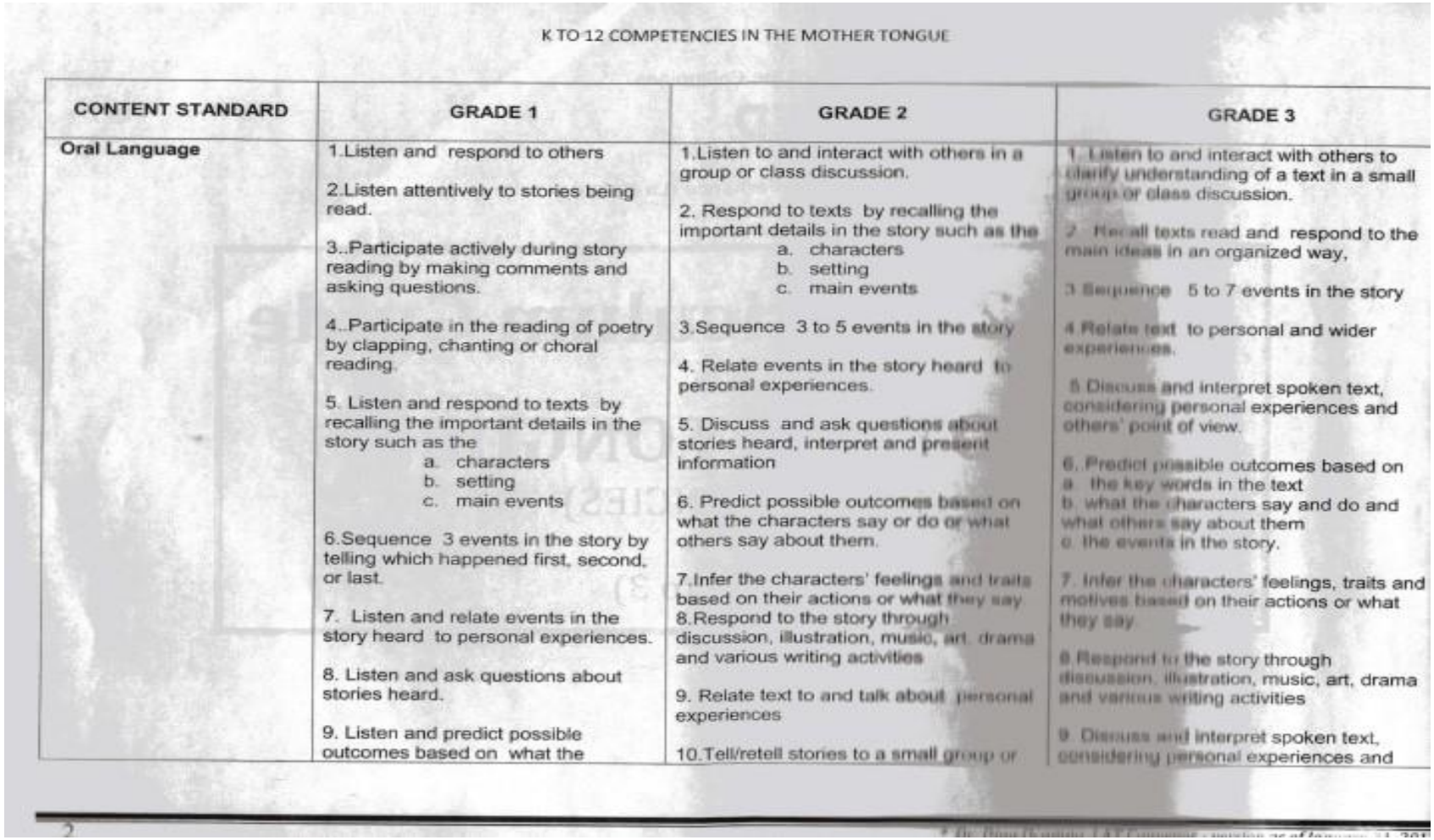
Definition of Codes

1. School Sites - Central (C); Non-Central (NC)
2. Participants - Teacher of Central School (T-C); Teacher of Non-Central School (T-NC); Principal of Central School (P-C); Principal of Non-Central School (P-NC); District Supervisor of Central School (DS-C); District Supervisor of Non-Central School (DS-NC); Division Supervisor (DivS); Interviewer (Int)
3. Capacity/Capital - Human (HC); Cultural (CC); Social (SC); Financial (FC)
4. Supports for Learning - Learning Event (LS-LE); New Position (LS-NP); Old Position but Changed Responsibilities so Learning is Possible (SL-CP); New Organizational Routine (LS-NOR); New Tools/Materials (LS-NTM)
5. Human Capacity/Capital in Mother Tongue Teaching - Teacher Fluency in Learners' L1 (HC-L1); Teacher's Understanding of Learners' Culture (HC-LC); Trained in Incorporating Learners' Language and Culture into the Curriculum (HC-Indigenization); Trained in Theories of Learning/Language Acquisition (HC-LT); Trained in Learner-Centered Pedagogies (HC-P)
6. Social Capacity/Capital - External to school (SC-External); Internal or within school (SC-Internal)
7. Cultural Capacity/Capital - Tools/materials Written in Mother Tongue (CC-Lang); Tools/Materials Reflective of Learners' Local Culture or Real Life Situations in Learners' Community (CC-Cult); Co-Participation of Local Community Members in Professional Development Activities and Development of Tools/materials (CC-CoPart)

8. Financial Capacity/Capital - Funding for Staffing (FS); Funding for Time (FT); Funding for Tools/materials (FTM)
9. Difficulties/Challenges (Diff)
10. Recommendations (Recomm)
11. Productivity (Prod) - Resource Alignment or resources provided are aligned with perceived MTBMLE needs (Prod-RApn); Resource Non-Alignment or resources provided are not aligned with MTBMLE needs (Prod-RNApn); Resource Alignment or resources provided are aligned with MTBMLE needs as per analytical construct (Prod-RAac); Resource Alignment or resources provided are not aligned with MTBMLE needs as per analytical construct (Prod-RNAac)

Appendix N

Curriculum Guide Excerpts



K TO 12 COMPETENCIES IN THE MOTHER TONGUE

CONTENT STANDARD	GRADE 1	GRADE 2	GRADE 3
Oral Language	1.Listen and respond to others 2.Listen attentively to stories being read. 3..Participate actively during story reading by making comments and asking questions. 4..Participate in the reading of poetry by clapping, chanting or choral reading. 5. Listen and respond to texts by recalling the important details in the story such as the a. characters b. setting c. main events 6.Sequence 3 events in the story by telling which happened first, second, or last. 7. Listen and relate events in the story heard to personal experiences. 8. Listen and ask questions about stories heard. 9. Listen and predict possible outcomes based on what the	1.Listen to and interact with others in a group or class discussion. 2. Respond to texts by recalling the important details in the story such as the a. characters b. setting c. main events 3.Sequence 3 to 5 events in the story 4. Relate events in the story heard to personal experiences. 5. Discuss and ask questions about stories heard, interpret and present information 6. Predict possible outcomes based on what the characters say or do or what others say about them. 7.Infer the characters' feelings and traits based on their actions or what they say 8.Respond to the story through discussion, illustration, music, art, drama and various writing activities 9. Relate text to and talk about personal experiences 10.Tell/retell stories to a small group or	1. Listen to and interact with others to clarify understanding of a text in a small group or class discussion. 2. Recall texts read and respond to the main ideas in an organized way. 3 Sequence 5 to 7 events in the story 4.Relate text to personal and wider experiences. 5 Discuss and interpret spoken text, considering personal experiences and others' point of view. 6. Predict possible outcomes based on a the key words in the text b what the characters say and do and what others say about them c the events in the story. 7. Infer the characters' feelings, traits and motives based on their actions or what they say. 8.Respond to the story through discussion, illustration, music, art, drama and various writing activities 9 Discuss and interpret spoken text, considering personal experiences and

K TO 12 COMPETENCIES IN THE MOTHER TONGUE

CONTENT STANDARD	GRADE 1	GRADE 2	GRADE 3
Oral Language	characters say or do. 10.Listen and infer the characters' feelings based on their actions or what they say. 11..Listen and infer the characters' traits based on their actions or what they say. 12.Listen and respond to the story through discussion, illustration, song, dramatization and art. 13.Talk about personal experiences. 14.. Listen and retell a story heard in their own words, citing the characters and important events.	the whole class with proper expression. 11.Give the cause or the effect of the events 12.Tell whether a story is realistic or fantasy 13.Tell what the problem is or how the problem could be solved. 14.Compare and tell the similarities and the differences of characters/events 15.Group information under stated categories 16.Tell what the story is about 17.Give one's opinion on the events in the story.	others' point of view. 10. Talk clearly and accurately in small groups or whole class, about experiences, events and ideas. 11.Identify the character's problem and how this could be solved. 12.Compare and tell the similarities and the differences of characters/events 13..Group information under stated categories 14.. Discuss the main idea of the text 15. Discuss/express one's opinion on the text read
Phonological Skills	1. Identify rhyming words in nursery rhymes and simple poems. 2. Give pairs of rhyming words. 3. Count the number of syllables in a given word. 4. Orally segment a two to three-syllable word into its syllabic parts.	1. Identify rhyming words in poems consisting of two to three stanzas. 2. Supply rhyming words to two to three- stanza poems. 3. Orally segment a multi-syllable word into its syllabic parts.	(Children at the end of Grade 2 who do not demonstrate phonological awareness at the levels of the syllable and phoneme should be given special instruction to prevent failure in reading).

K TO 12 COMPETENCIES IN THE MOTHER TONGUE

CONTENT STANDARD	GRADE 1	GRADE 2	GRADE 3
Phonological Skills	5. Give the beginning consonant sounds of given words. 6. Give the new spoken word when a specified phoneme is added, changed or removed. 7. Blend spoken simple beginning sounds (onsets) to form new words.		
Book and print Knowledge	1. Use correctly the terms referring to conventions of print: (book, front and back cover, beginning, ending, title, page, author, and illustrator). 2. Track the text in the correct order: page by page, left to right, top to bottom. 3. Differentiate letters from words. 4. Make one-to-one correspondence between written and spoken words. 5. Point out that spoken words are represented in written language by specific sequence of letters. 6. Recognize correct spelling of words. 7. Observe some mechanics when copying/writing sentences: capitalization, white space between	1. Tell the different parts of a book. 2. Tell the distinguishing features of a story. 3. Observe some mechanics when copying/writing sentences: capitalization, punctuation marks and spelling. 3. Tell the distinguishing features of a paragraph. 4. Tell the distinguishing features of a stanza.	1. Tell the different features of a page layout in non-fiction text: title, labels, diagrams and charts. 2. Tell the different distinguishing features of a story, a paragraph and a stanza.

CONTENT STANDARD	GRADE 1	GRADE 2	GRADE 3
	words and correct punctuation marks.		
Alphabet Knowledge	1. Identify all the letters of the alphabet, both upper and lower case. 2. Write all the letters of the alphabet, upper and lower case. 3. Give the letter that begins the name of a given object/picture. 4. Identify the letters in given words.		
Word Recognition	1. Give the sounds of all letters in the alphabet. 2. Show how spoken words are represented by written letters that are arranged in a specific order 3. Blend specific letters to form words 4. Match words with pictures or objects. 5. Read words using phonics knowledge. 6. Sound out unfamiliar words by using phonics knowledge 7. Read by sight words listed in Appendix ___	1. Read a large number of regularly spelled one- to-three syllable words. 2. Sound out unfamiliar words using phonics knowledge. 3. Read by sight words listed in Appendix ___ 4. Blend phonemes to read words containing consonant blends, clusters. 5. Identify syllables in order to read multi-syllable words. 6. Give the meaning of words in context using knowledge of affixes (See Appendix ___)	1. Read words that contain diphthongs. 2. Read unfamiliar words using knowledge of phonics and word parts (prefixes, roots, suffixes) 3. Give the meanings of words in context using knowledge of prefixes and suffixes. 4. Read contracted forms correctly through the use of the apostrophe for omission

MUSIC – GRADE 1

Content	Content Standards	Performance Standards	Learning Competencies
RHYTHM • What is sound? Distinction between sound and silence • Steady beats (**ostinato**) • Simple rhythmic patterns	*The learner...* • demonstrates basic understanding of sound, silence and rhythm. • develops musical awareness and creativity in expressing himself/herself while doing the fundamental processes in music.	*The learner...* • identifies the difference between sound and silence accurately	*The learner...* • associates icons with sound and silence within a rhythmic pattern.
		• maintains a steady beat when chanting, walking, tapping, clapping and playing musical instruments.	• performs claps, taps, chants, walks and plays musical instruments in response to sound with the correct rhythm - In groupings of 2s - In groupings of 3s - In groupings of 4s • performs echo clapping
		• plays simple ***ostinato*** patterns on classroom instruments and other sound sources	• creates simple ***ostinato*** patterns in groupings of 2s, 3s, and 4s through body movements. • plays simple ***ostinato*** patterns on classroom instruments or other sound sources Ex. Sticks, drums, triangle, nails, coconut shells, bamboo, empty boxes, etc.
MELODY	• demonstrates undertsanding of pitch and simple melodic patterns	• matches the correct pitch of tones with other sound sources	• identifies the pitch of tone as - high - low.

[illegible] quarter/grading period includes the teaching of the 7 elements of Music (rom Rhythm to Texture) following the expanded spiral progression approach.